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Seventy-third session
Item 107 of the preliminary list*
Crime prevention and criminal justice

Follow-up to the Thirteenth United Nations Congress on Crime Prevention and Criminal Justice and preparations for the Fourteenth United Nations Congress on Crime Prevention and Criminal Justice

Report of the Secretary-General

Summary

The present note contains information on the deliberations held and the action taken by the Commission on Crime Prevention and Criminal Justice during its twenty-seventh session, held in Vienna from 14 to 18 May 2018, as requested by the General Assembly in its resolution 72/192, entitled "Follow-up to the Thirteenth United Nations Congress on Crime Prevention and Criminal Justice and preparations for the Fourteenth United Nations Congress on Crime Prevention and Criminal Justice". It complements the information contained in the report of the Secretary-General entitled "Follow-up to the Thirteenth United Nations Congress on Crime Prevention and Criminal Justice and preparations for the Fourteenth United Nations Congress on Crime Prevention and Criminal Justice", submitted to the Commission on Crime Prevention and Criminal Justice for consideration at that session (E/CN.15/2018/11).

1. In its resolution 72/192, entitled "Follow-up to the Thirteenth United Nations Congress on Crime Prevention and Criminal Justice and preparations for the Fourteenth United Nations Congress on Crime Prevention and Criminal Justice", the General Assembly reiterated its invitation to Governments to take into consideration the Doha Declaration on Integrating Crime Prevention and Criminal Justice into the Wider United Nations Agenda to Address Social and Economic Challenges and to Promote the Rule of Law at the National and International Levels, and Public Participation, when formulating legislation and policy directives and to make every effort to implement the principles contained therein in conformity with the purposes and principles of the Charter of the United Nations. In the same resolution, the Assembly welcomed the work undertaken by the United Nations Office on Drugs and Crime (UNODC) in ensuring appropriate follow-up to the implementation of the Doha Declaration.

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2. In the same resolution, the General Assembly noted the progress made in the preparations for the Fourteenth United Nations Congress on Crime Prevention and Criminal Justice and decided that the main theme of the Fourteenth Congress would be "Advancing crime prevention, criminal justice and the rule of law: towards the achievement of the 2030 Agenda". The Assembly also decided that the Fourteenth Congress should open with a high-level segment, at which States would be invited to be represented at the highest possible level, and that the Fourteenth Congress should adopt a single declaration, to be submitted to the Commission on Crime Prevention and Criminal Justice for its consideration. Also in the same resolution, the Assembly approved the provisional agenda for the Fourteenth Congress and decided upon the issues to be considered in the workshops of the Congress.

3. Also in the same resolution, the General Assembly requested the Secretary-General to encourage the participation of representatives from relevant entities of the United Nations system in the Fourteenth Congress and, in cooperation with the institutes of the United Nations crime prevention and criminal justice programme network, to prepare a discussion guide for the regional preparatory meetings for the Congress and for the Congress itself in a timely manner in order to enable those meetings to be held as early as possible in 2019. The Assembly invited Member States to be actively involved in that process. The Assembly also requested the Secretary-General to ensure proper follow-up to the resolution and to report thereon to it through the Commission on Crime Prevention and Criminal Justice.

4. Also in its resolution 72/192, the General Assembly requested the Commission to accord sufficient time at its twenty-seventh session to reviewing the progress made in the preparations for the Fourteenth Congress, to finalize in a timely manner all outstanding organizational and substantive arrangements and to make its recommendations to the Assembly through the Economic and Social Council.

5. At its twenty-seventh session, the Commission on Crime Prevention and Criminal Justice had before it, for its consideration, the report of the Secretary-General on follow-up to the Thirteenth Congress and preparations for the Fourteenth Congress (E/CN.15/2018/11). The report contained information on the preparations conducted so far, the venue and duration of the Congress, the theme, the provisional agenda and workshops, the structure and conduct, the outcome and resource allocation. It also contained information on the regional preparatory meetings and on the preparation of the discussion guide for the regional preparatory meetings and for the Congress itself. Also at its twenty-seventh session, the Commission had before it, for its review and consideration, a conference room paper containing the draft version of the discussion guide (E/CN.15/2018/CRP.1).

6. During the deliberations, all speakers recognized the significant role of the United Nations congresses on crime prevention and criminal justice and their inherent capacity to shape international and domestic policy in the field of crime prevention and criminal justice. Speakers thanked the Government of Japan, which will serve as host for the Fourteenth Congress, for its outstanding organizational and substantive preparations. The completion of negotiations on the Doha Declaration prior to the Thirteenth Congress was noted as a good practice that should be replicated during preparations for the Fourteenth Congress.

7. The representative of Japan informed the Commission of his Government's decision to organize a youth forum prior to the Fourteenth Congress and noted that the modalities of the organization of the forum would be brought to the attention of the Commission at its twenty-eighth session. He commended the Secretariat on the well-balanced content of the discussion guide and requested its prompt finalization so that it could serve as the basis for discussions at the regional preparatory meetings. He also provided substantive feedback on the content of the discussion guide.

8. The representative of Costa Rica reiterated her Government's invitation to host the Latin American and Caribbean Regional Preparatory Meeting for the Fourteenth Congress in 2019, following previous practice.

9. Owing to the unique timing of the Fourteenth Congress in relation to the lifespan of the Sustainable Development Goals, many speakers noted that the Congress would provide an opportunity to go beyond an analysis of traditional manifestations of crime and to discuss new and emerging forms of crime in a broader context.

10. Several speakers reported on their national efforts to implement the Doha Declaration, underscoring the fundamental importance of the rule of law to the achievement of the Sustainable Development Goals. In that context, one speaker commended the ongoing work of UNODC in implementing the Doha Declaration in the areas of strengthening judicial integrity and preventing corruption in justice systems, fostering the rehabilitation and social integration of prisoners and preventing youth crime through sport, and through the Education for Justice initiative.

11. The Commission on Crime Prevention and Criminal Justice recommended to the Economic and Social Council the approval of a draft resolution for adoption by the General Assembly entitled "Follow-up to the Thirteenth United Nations Congress on Crime Prevention and Criminal Justice and preparations for the Fourteenth United Nations Congress on Crime Prevention and Criminal Justice".

12. In that resolution, the General Assembly would decide to hold the Fourteenth Congress in Kyoto, Japan, from 20 to 27 April 2020, with pre-Congress consultations to be held on 19 April 2020. The Assembly would also decide that the high-level segment of the Fourteenth Congress should be held during the first two days of the Congress in order to allow Heads of State or Government and Government ministers to focus on the main theme of the Congress and to enhance the possibility of generating useful feedback. The Assembly would further decide that, in accordance with its resolution 56/119, the Fourteenth Congress should adopt a single declaration, to be submitted to the Commission on Crime Prevention and Criminal Justice for its consideration.

13. In addition, the General Assembly would request the Secretary-General to finalize, in a timely manner, the discussion guide for the regional preparatory meetings and for the Fourteenth Congress, the draft of which was prepared in cooperation with the institutes of the United Nations crime prevention and criminal justice programme network. In doing so, the Secretary-General should take into account the recommendations of the Commission on Crime Prevention and Criminal Justice, as well as additional comments and feedback from Member States, in order to enable the regional preparatory meetings for the Fourteenth Congress to be held as early as possible in 2019.[1]

14. Also in that resolution, the General Assembly would reiterate its request to the Secretary-General to proceed with the organization of the four regional preparatory meetings for the Fourteenth Congress and to make available the necessary resources for the participation of the least developed countries in those meetings and in the Congress itself, as well as making a special effort to organize the regional preparatory meeting for European and other States, so as to benefit from their inputs.

15. Also in that same resolution, the General Assembly would urge Governments to actively participate in the regional preparatory meetings and invite their representatives to examine the agenda items and workshop topics and to make action-oriented recommendations for consideration by the Fourteenth Congress. It would also invite Governments to undertake preparations for the Fourteenth Congress at an early stage, including by establishing national preparatory committees.

16. Further in that same resolution, the General Assembly would reiterate its invitation to Member States to be represented at the Fourteenth Congress at the highest possible level, for example, by Heads of State or Government, Government

[1] It should be noted that, owing to the advanced progress in preparations for the Fourteenth Congress, the Secretary-General, in cooperation with the institutes of the United Nations crime prevention and criminal justice programme network, will have finalized the discussion guide for the regional preparatory meetings and for the Fourteenth Congress by the time the relevant resolution is considered by the General Assembly at its seventy-third session.

ministers or attorneys general, and to play an active role by sending legal and policy experts, including practitioners with special training and practical experience in crime prevention and criminal justice.

17. Moreover, the General Assembly would request the Secretary-General to encourage the participation of representatives from relevant entities of the United Nations system in the Fourteenth Congress and would encourage the relevant specialized agencies and programmes of the United Nations, as well as intergovernmental and non-governmental organizations, to cooperate with UNODC in the preparations for the Congress. The Assembly would also request the Secretary-General to facilitate the participation of developing countries in the workshops and would encourage States, the institutes of the United Nations crime prevention and criminal justice programme network, other concerned entities and the Secretary-General to work together in order to ensure that the workshops are well-focused and achieve practical results, leading to technical cooperation ideas and projects and documents for enhancing bilateral and multilateral technical assistance activities in crime prevention and criminal justice.

18. In addition, the General Assembly would reiterate its request to the Secretary-General to facilitate the organization of ancillary meetings of non-governmental and professional organizations participating in the Fourteenth Congress, as well as meetings of professional and geographical interest groups, and to take appropriate measures to encourage the participation of the academic and research community. The Assembly would encourage Member States to actively participate in the above-mentioned meetings, as they provide an opportunity to develop and maintain a strong partnership with the private sector and civil society organizations.

19. In the same resolution, the Assembly would request the Secretary-General to: (a) prepare a plan for the documentation for the Fourteenth Congress, in consultation with the extended Bureau of the Commission; (b) appoint a Secretary-General and an Executive Secretary of the Fourteenth Congress to perform their functions under the rules of procedure for United Nations congresses on crime prevention and criminal justice; (c) ensure, in collaboration with Member States, a wide and effective programme of public information relating to the preparations for the Fourteenth Congress, to the Congress itself and to the follow-up to and implementation of its recommendations; and (d) provide UNODC with the necessary resources to support the preparations for and holding of the Fourteenth Congress.

20. Finally, the General Assembly would request the Commission on Crime Prevention and Criminal Justice to accord sufficient time at its twenty-eighth session to reviewing the progress made in the preparations for the Fourteenth Congress, to finalize in a timely manner all outstanding organizational and substantive arrangements and to make its recommendations to the Assembly through the Economic and Social Council. It would request the Secretary-General to ensure proper follow-up to the resolution and to report thereon to the Assembly through the Commission at its twenty-eighth session.

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Seventy-third session
Item 108 of the preliminary list*
International drug control

International cooperation against the world drug problem

Report of the Secretary-General

Summary

The present report has been prepared pursuant to General Assembly resolution 72/198, in which the Assembly requested the Secretary-General to submit to it at its seventy-third session a report on the implementation of that resolution. The report provides an overview of the world drug situation and the implementation of the mandates relating to international drug control, taking into account the thematic areas addressed by the Assembly in the outcome document of the thirtieth special session of the General Assembly, entitled "Our joint commitment to effectively addressing and countering the world drug problem". The report also provides information on the follow-up action taken by the Commission on Narcotic Drugs and its subsidiary bodies as well as on technical support provided to Member States in those thematic areas by the United Nations Office on Drugs and Crime, in close cooperation with other United Nations entities, to implement the recommendations adopted at the special session.

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I. Introduction

1. Prepared pursuant to General Assembly resolution 72/198, the present report provides an overview of the current world drug situation and information on the work undertaken in assisting Member States in the implementation of the international drug control conventions, as well as the commitments made in the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem, the Joint Ministerial Statement of the 2014 high-level review by the Commission on Narcotic Drugs of the implementation by Member States of the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem and the outcome document of the thirtieth special session of the General Assembly on the world drug problem.

2. Following the structure of the outcome document of the thirtieth special session, the present report showcases action taken by the United Nations Office on Drugs and Crime (UNODC) in close cooperation and coordination with other entities of the United Nations system, as well as with relevant intergovernmental organizations and non-governmental stakeholders, towards improving the normative, institutional and operational capacity of Member States at the national, regional and global levels, within the broader framework of the 2030 Agenda for Sustainable Development.

3. Pursuant to the request in paragraph 102 of Assembly resolution 72/198, the present report includes a chapter on collaboration and coordination across the United Nations system in the global efforts to implement the recommendations adopted at the thirtieth special session.

II. Extent of the world drug problem

4. Corresponding to 5.1 per cent of the global population aged 15–64 years (range: 3.6 to 6.6 per cent), the prevalence of drug abuse globally has essentially remained stable in recent years. Nonetheless, given global population growth, the actual number of people who use drugs has increased slightly during the same period. An estimated one in eight people who use drugs suffer from drug use disorders.

5. Opioids continue to be responsible for the majority of the negative health impacts of drug abuse. The opioid market has never been so large and complex. Areas of concern include record high opium production in Afghanistan and a diversified opioid market, which combines internationally controlled substances, notably heroin and new psychoactive substances, as well as prescription medicines that have been diverted from the legal market or produced as counterfeit medicines on a large scale.

6. Global cocaine manufacture rose by 56 per cent over the period 2013–2016 and potential cocaine output reached the highest level ever reported in 2016. There are indications of an increase in cocaine use in many countries in North and South America. In addition, the use of cocaine base paste, previously confined to cocaine-manufacturing countries, has spread to many countries in South America.

7. Cannabis continues to be the most widely produced illicit drug worldwide but quantities of cannabis herb and resin seized decreased by 20 per cent in 2016. Cannabis use is stabilizing in high-prevalence countries, while several countries that historically have had a low prevalence of cannabis use are now reporting an increase.

8. Many countries in East and South-East Asia consider methamphetamine use to be one of the most alarming trends related to drug abuse in that subregion. Quantities of amphetamine-type stimulants seized worldwide increased by 30 per cent in 2016 to 256 tons, a record high.

9. The global new psychoactive substances market continues to be characterized by the emergence of large numbers of new substances belonging to diverse chemical

groups. From 2009 to 2017, 111 countries and territories reported to UNODC a total of 803 such substances.

10. More information on the extent of the drug problem and the latest trends is contained in the *World Drug Report 2018*.

III. International cooperation against the world drug problem

A. Follow-up to the thirtieth special session of the General Assembly: action taken by the Commission on Narcotic Drugs and its subsidiary bodies

11. Reaffirming the commitment to implement the provisions set out in the 2009 Political Declaration and Plan of Action and the Joint Ministerial Statement, in the outcome document of the thirtieth special session, Member States resolved to take the steps necessary to implement the operational recommendations, in close partnership with the United Nations and other intergovernmental organizations and civil society, and to share with the Commission on Narcotic Drugs, as the policymaking body of the United Nations with prime responsibility for drug-related matters, timely information on progress made in the implementation of those recommendations.

1. Action taken by the Commission on Narcotic Drugs

12. In response, the Commission on Narcotic Drugs initiated an intensive follow-up process, devoting equal attention to the practical implementation of the recommendations contained in each of the seven thematic chapters. Thematic discussions held in October 2016, January 2017, and the fourth quarter of 2017, offered opportunities for stakeholders to share experiences, good practices and lessons learned in the practical implementation of the operational recommendations.

13. In line with its inclusive approach, the Commission invited United Nations entities and specialized agencies, as well as international, regional and non-governmental organizations, to actively participate in the follow-up process. The thematic discussions enjoyed the broad participation of Member States; United Nations entities;[1] regional organizations, including the Organization of American States (OAS) and the Organization for Security and Cooperation in Europe; and non-governmental organizations. Stakeholders participated in person, remotely by videoconference or by sending video messages.

14. In addition to the Commission website dedicated to follow-up to the thirtieth special session (www.ungass2016.org), UNODC has developed a good practice portal (www.postungass2016.org) to ensure the retention and sharing of the valuable information gathered through the follow-up process of the Commission.

15. In its resolution 60/1, the Commission decided to convene a ministerial segment in Vienna in 2019, to take stock of the implementation of the commitments made to jointly address and counter the world drug problem, in particular in the light of the 2019 target date. Preparations for the ministerial segment continued during the intersessional period, and during the sixty-first session, the Commission adopted resolution 61/10, entitled "Preparations for the ministerial segment to be held during the sixty-second session of the Commission on Narcotic Drugs, in 2019".

16. At its sixty-first session, at the recommendation of the World Health Organization (WHO) Expert Committee on Drug Dependence, the Commission decided to include ocfentanil, furanylfentanyl, acryloylfentanyl (acrylfentanyl), 4-fluoroisobutyrfentanyl (4-FIBF, pFIBF) and tetrahydrofuranylfentanyl (THF-F) in

[1] Including the World Health Organization, the Office of the United Nations High Commissioner for Human Rights, the Joint United Nations Programme on HIV/AIDS, the United Nations Development Programme, the International Narcotics Control Board and the Department of Political Affairs of the Secretariat.

Schedule I of the Single Convention on Narcotic Drugs of 1961 as amended by the 1972 Protocol. The Commission also decided to include carfentanil in Schedules I and IV of the 1961 Convention as amended, and further decided to include AB-CHMINACA, 5F-MDMB-PINACA (5F-ADB), AB-PINACA, UR-144, 5F-PB-22 and 4-fluoroamphetamine (4-FA) in Schedule II of the Convention on Psychotropic Substances of 1971.

17. In addition to resolution 61/10, on the preparations for the sixty-second session, the Commission adopted the following resolutions at its sixty-first session: 61/1, entitled "Budget for the biennium 2018–2019 for the Fund of the United Nations International Drug Control Programme"; 61/2, entitled "Strengthening efforts to prevent drug abuse in educational settings"; 61/3, entitled "Laboratory support for the implementation of the scheduling decisions of the Commission of Narcotic Drugs"; 61/4, entitled "Promoting measures for the prevention of mother-to-child transmission of HIV, hepatitis B and C and syphilis among women who use drugs"; 61/5, entitled "Promoting the implementation of the electronic International Import and Export Authorization System for licit trade in narcotic drugs and psychotropic substances"; 61/6, entitled "Promoting the implementation of the United Nations Guiding Principles on Alternative Development and related commitments on alternative development and regional, interregional and international cooperation on development-oriented, balanced drug control policy addressing socioeconomic issues"; 61/7, entitled "Addressing the specific needs of vulnerable members of society in response to the world drug problem"; 61/8, entitled "Enhancing and strengthening international and regional cooperation and domestic efforts to address the international threats posed by the non-medical use of synthetic opioids"; 61/9, entitled "Protecting children from the illicit drug challenge"; and 61/11, entitled "Promoting non-stigmatizing attitudes to ensure the availability of, access to and delivery of health, care and social services for drug users".

2. Action taken by the subsidiary bodies

18. Five meetings of the subsidiary bodies of the Commission were held in 2017: the Twelfth Meeting of Heads of National Drug Law Enforcement Agencies, Europe, held in Vienna from 27 to 30 June; the Twenty-seventh Meeting of Heads of National Drug Law Enforcement Agencies, Africa, held in Hurghada, Egypt, from 18 to 22 September; the Twenty-seventh Meeting of Heads of National Drug Law Enforcement Agencies, Latin America and the Caribbean, held in Guatemala City from 2 to 6 October; the Forty-first Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific, held in Bangkok from 27 to 30 November; and the Fifty-second session of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East, held in Beirut from 13 to 17 November.

19. The subsidiary bodies addressed priority issues in their regions and discussed the regional implementation of the operational recommendations contained in the outcome document of the thirtieth special session, including through workshops addressing the following cross-cutting topics: the specific needs of children, youth, women and girls; the role of the Internet in drug trafficking; alternatives to imprisonment for drug-related offences; and demand reduction strategies that promote public health and safety.

B. Collaboration and coordination across the United Nations system

20. In the outcome document on its thirtieth special session, the General Assembly reiterated the principal role of the Commission on Narcotic Drugs as the United Nations policymaking body with prime responsibility for drug-related matters, and the role of UNODC as the leading entity in the United Nations system for addressing the world drug problem. At the same time, the Assembly encouraged the Commission and UNODC to further increase cooperation and collaboration with all relevant United Nations entities and international financial institutions, within their respective mandates, when assisting Member States in designing and implementing

comprehensive, integrated and balanced national drug strategies, policies and programmes. In response, the Commission included an item on inter-agency cooperation in its agenda. For the consideration of that item at the sixty-first session of the Commission, UNODC submitted a conference room paper on inter-agency cooperation and coordination of efforts in addressing and countering the world drug problem (E/CN.7/2018/CRP.7).

21. Following a decision by the Executive Committee in April 2017, UNODC was tasked by the Secretary-General with leading the coordination among the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Joint United Nations Programme on HIV/AIDS (UNAIDS), the United Nations Children's Fund (UNICEF), the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), WHO, the Department of Economic and Social Affairs of the Secretariat and the Department of Political Affairs of the Secretariat, with a view to assisting Member States with the implementation of the operational recommendations contained in the outcome document of the thirtieth special session, including in support of the preparations for the ministerial segment of the Commission in 2019 and beyond.

22. Through a network of focal points, UNODC, in its role as secretariat of the Commission, has been maintaining a close dialogue with the relevant United Nations entities and providing regular updates on progress made in the follow-up to the thirtieth special session, which is being led by the Commission.

23. A number of system-wide activities have been initiated since April 2017, including the development of a matrix of action related to the thirtieth special session at Headquarters and in the field, and a joint calendar of events. Both working tools are updated regularly and enable the relevant United Nations entities to have a comprehensive overview of joint and individual activities undertaken in support of the practical implementation of the operational recommendations contained in the outcome document. In addition, UNODC has been working closely with United Nations entities on a unified United Nations-wide messaging and on ways of integrating ongoing efforts into a system-wide strategy across the three pillars.

24. UNODC will continue leading the comprehensive system-wide strategic work on the implementation, including in support of the preparations for the ministerial segment in 2019.

25. Information on specific programmatic work undertaken by United Nations entities relating to the seven thematic chapters of the outcome document is provided below.

IV. Support for Member States in thematic areas

26. The Department of Public Information of the Secretariat, including through its global network of United Nations information centres, provided support for the overall implementation of the operational recommendations through regular news coverage across its multimedia, multilingual news platforms, highlighting issues, trends and developments pertaining to the work of the United Nations in addressing and countering the world drug problem.

A. Demand reduction and related measures, including prevention and treatment, as well as other health-related issues

1. Prevention of drug abuse

27. During the sixty-first session of the Commission, UNODC and WHO launched the second updated edition of the *International Standards on Drug Use Prevention*, detailing effective strategies in preventing substance use encouraging Member States to take concrete measures to increase the quality and coverage of drug prevention

initiatives, with a particular emphasis on vulnerable groups including children, at-risk youth and women. Such work contributes to the achievement of Sustainable Development Goals, specifically targets 3.5, on strengthening the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol, and 16.1, on significantly reducing all forms of violence and related death rates everywhere.

28. Within the framework of the *International Standards on Drug Use Prevention*, UNODC, the United Nations Educational, Scientific and Cultural Organization and WHO further continued the dissemination of a joint guidance document on addressing substance abuse in the education sector.

29. During the sixty-first session of the Commission, UNODC also presented the new family-based programme on strengthening families through the prevention of crime, drug use and HIV/AIDS, specifically designed for the needs of families in resource-poor settings. Family-based prevention initiatives have been found to be effective in preventing substance abuse, violence, youth violence and child maltreatment. UNODC continued piloting evidence-based programmes aimed at prevention for families and schools in 12 countries, including an advocacy campaign for evidence-based prevention entitled "Listen First", reaching more than 1,000,000 people in 2017.

30. UNODC continued to mobilize youth for prevention through its Youth Initiative, reaching out through social networks and providing an opportunity to present their voices to international policymakers at the sixty-first session of the Commission through the annual Youth Forum. UNODC provided youth organizations in seven countries with the opportunity to mobilize support for prevention through Drug Abuse Prevention Centre grants.

2. Treatment of drug use disorders, rehabilitation, recovery and social reintegration; prevention, treatment and care of HIV/AIDS, viral hepatitis and other blood-borne infectious diseases

31. UNODC and WHO continued support for the implementation of the UNODC/WHO *International Standards on Treatment of Drug Use Disorders*, including through field testing and the development and dissemination of technical tools and training materials. In line with the standards, Member States are encouraged to increase accessibility, coverage and quality of treatment, care and rehabilitation services for people with drug use disorders, taking into consideration the specific needs of young people and women.

32. Through their joint global programme, UNODC and WHO continued to support Member States in improving the quality and coverage of services for the treatment and care of people with drug use disorders in 19 countries, including on overdose prevention. A new set of tools to develop national quality assurance mechanisms was piloted in Afghanistan. In addition, two expert working groups were organized with a view to publishing guidelines in 2018 on the treatment of stimulant use disorders, as well as treatment of co-morbid somatic and mental health disorders.

33. UNODC and WHO also continued to support the informal scientific network during the sixty-first session of the Commission.

34. WHO continued its work on development, testing and preparation for implementation of the eleventh revision of the International Classification of Diseases, where the section on disorders due to psychoactive substance use is included in the chapter on mental and behavioural disorders. WHO supports countries in the implementation of the *mhGAP Intervention Guide for Mental, Neurological and Substance Use Disorders in Non-Specialized Health Settings*, and updated its Global Information System on Resources for the Prevention and Treatment of Substance Use Disorders. In addition, WHO continued its international research activities on public health impact and effectiveness, cost-effectiveness of prevention and treatment interventions for substance use, and substance use disorders, as well as trainings

organized at the regional level on the public health dimensions of the world drug problem.

35. UNODC, WHO and UNAIDS continued to provide advice on overall global policies and strategies related to the global response to HIV/AIDS among people who use drugs. UNODC continued the implementation of the UNAIDS 2016–2021 Strategy towards ending the AIDS epidemic as a public health threat by 2030 through the promotion of human rights, public health, justice and equality of access to HIV services for people who use drugs and people in prisons. UNODC provided inputs to the development of the UNAIDS action plan entitled "Fast forward: refining the operating model of the UNAIDS Joint Programme for Agenda 2030" and started its implementation.

36. UNODC assisted in developing, adopting and implementing strategies and programmes on HIV/AIDS related to drug abuse, particularly for people who inject drugs, in line with the *WHO/UNODC/UNAIDS Technical Guide for Countries to Set Targets for Universal Access to HIV Prevention, Treatment and Care for Injecting Drug Users* in 25 countries, and on HIV/AIDS prevention, treatment, care and support policies and programmes in the criminal justice system in 33 countries.

37. UNODC, WHO, UNAIDS and the United Nations Development Programme (UNDP) continued to jointly provide capacity-building initiatives, develop training materials and organize workshops. Some of those efforts were in support of the implementation of comprehensive HIV and hepatitis C programmes for people who inject drugs, including in prison settings. UNODC continued building the capacity of law enforcement agencies, including strengthening their partnerships with civil society to support increasing access to HIV prevention, treatment and care for people who inject drugs. Participants included more than 650 law enforcement officers, 200 civil society and community-based organizations, nearly 200 Members of Parliament and representatives of the health, education and social sectors from 11 countries. In addition, UNODC developed an e-learning tool to further increase the reach of its HIV training course among law enforcement officials.

38. UNODC initiated a new programme on HIV prevention, treatment and care in prisons in 10 countries in sub-Saharan Africa and developed a technical guide to ensure continuity of HIV services for people on admission to, transfer between and release from prisons, as well as the management of drug overdoses upon release from prison.

39. UNODC continued to provide targeted technical support to Member States through its field offices in Bolivia (Plurinational State of), Brazil, Colombia, Indonesia, Myanmar, Nigeria and Pakistan, as well as its regional offices for Central America and the Caribbean, for South-East Asia and the Pacific, for Central Asia and for West and Central Africa.

B. Ensuring the availability of and access to controlled substances exclusively for medical and scientific purposes, while preventing their diversion

40. To ensure the availability of and access to controlled substances for medical and scientific purposes, while preventing their diversion, UNODC encourages the adoption of legislative and policy frameworks, enhanced action to support building the capacity of health-care workers and public awareness-raising.

41. The joint UNODC programme with WHO and the Union for International Cancer Control on access to controlled drugs for medical purposes continued to support policymakers and health practitioners in Antigua, the Democratic Republic of the Congo, Ghana, Panama and Timor-Leste. In addition, UNODC provided technical assistance to national stakeholders in Nigeria in support of the existing national drug control strategy with a strong component to increase access of

controlled drugs for medical purposes, and in support of the development of the national policy for controlled medicines and national guidelines for pain management.

42. UNODC supported a global advocacy initiative on access to controlled drugs for medical purposes, in collaboration with WHO and the Union for International Cancer Control, partnering with other organizations including the International Narcotics Control Board, the International Atomic Energy Agency, Human Rights Watch, the University of Wisconsin Pain and Policy Studies Group, the International Association for Hospice and Palliative Care, and the McCabe Centre for Law and Cancer.

43. WHO leads and coordinates the work of the United Nations Inter-Agency Task Force on the Prevention and Control of Non-Communicable Diseases and the United Nations Joint Global Programme on Cervical Cancer Prevention and Control, in which UNODC participates with other United Nations entities. WHO develops the guidelines on management of cancer pain and continues to regularly review and update the WHO Model Lists of Essential Medicines.

44. At the sixty-first session of the Commission, UNODC also presented a new document on technical guidance on increasing access to and availability of controlled drugs for medical purposes, which was prepared on the basis of an informal technical meeting of experts convened in September 2017.

C. Supply reduction and related measures; effective law enforcement; responses to drug-related crime, countering money-laundering and promoting judicial cooperation

1. Prevention of drug-related crime

45. To promote more effective crime prevention, UNODC designed an evidence-informed life skills training programme for sports settings, called "Line Up, Live Up", through which sports coaches, teachers and other stakeholders working with at-risk youth in sports settings can teach valuable life skills. These skills include resisting social pressures to engage in delinquency, coping with anxiety and communicating effectively with peers. Training material addresses both crime and violence and drug abuse prevention. To date, a total of 146 sports coaches have been trained in Brazil, Kyrgyzstan and South Africa; they, in turn, have trained approximately 800 young people using the "Line Up, Live Up" methodology.

46. UNODC is supporting Member States through advisory services related to the development and implementation of national crime prevention strategies and action plans. These action plans include sector-specific projects on preventing youth crime and victimization, violence against women and children, and access to justice or social reintegration of offenders.

47. In Colombia, UNODC continued to support local governments in undertaking city safety audits to identify the monetary aspects, extent and nature of microtrafficking and provide local governments with a holistic approach to preventing crime, violence and drug use. In Mexico, UNODC recently introduced a similar approach to local safety audits to understand crime triggers and build evidence-based and people-oriented crime prevention policies.

2. Countering illicit traffic in narcotic drugs and psychotropic substances

48. UNODC, through its Global Programme on Building Effective Networks against Transnational Organized Crime, promotes stronger regional and interregional cooperation in the framework of the "networking the networks" initiative, thereby enhancing networking between existing regional and international law enforcement organizations such as the International Criminal Police Organization (INTERPOL), the European Union Agency for Law Enforcement Cooperation (Europol), the World Customs Organization (WCO), the Central Asian Regional Information and

Coordination Centre, the Southeast European Law Enforcement Center, the Association of Southeast Asian Nations Chiefs of Police (ASEANAPOL), the Police Community of the Americas, the African Police Cooperation Organization, the Gulf Cooperation Council Criminal Information Center to Combat Drugs, and the Gulf Cooperation Council Police. This initiative promotes the exchange of criminal intelligence and the coordination of multilateral operations targeting all forms of drug-related organized crime and related illicit financial flows.

49. Through the LE TrainNet (Law Enforcement Training Network) initiative of the Global Programme on Building Effective Networks against Transnational Organized Crime, UNODC promotes the development of a network of law enforcement training and educational institutions that is aimed at enhancing more systematized, sustainable and inclusive cooperation, thereby supporting the sharing of best practices, training materials and tools, methodologies and trainers.

50. International cooperation in criminal matters for mutual legal assistance, extradition and confiscation of proceeds of crime remains a key area for technical assistance. UNODC continued to provide support to the Network of West African Central Authorities and Prosecutors against Organized Crime and to the Network of Prosecutors and Central Authorities from Source, Transit and Destination Countries in response to Transnational Organized Crime in Central Asia and the Southern Caucasus. In the Americas, the Network of Prosecutors against Organized Crime (REFCO), supported by UNODC and led by the Council of Central American Prosecutors' Offices, facilitated the exchange of good practices and operational information among prosecutors.

51. Through the UNODC-WCO Container Control Programme, UNODC works with Member States to enhance border control measures through the establishment of port control units at seaports, dry ports and airports. Staff in the units are trained to profile and inspect cargo containers suspected of carrying illicit goods. To date, over 220 tons of cocaine, 5.1 tons of heroin, 68.4 tons of cannabis and 1,573 tons of precursors for drugs and explosives, have been seized by the more than 70 units that are currently operational in 49 Member States.

52. UNODC also continued implementation of the UNODC-WCO Airport Communication Project to strengthen law enforcement capacities at international airports.

53. In addition, UNODC continued its Global Maritime Crime Programme, assisting States to strengthen their capacity to combat maritime crime, including the smuggling of illicit substances on the high seas.

54. UNODC, in partnership with INTERPOL and Transparency International, continued the implementation of the joint programme entitled "Strengthening criminal investigation and criminal justice cooperation along the cocaine route in Latin America, the Caribbean and West Africa (2016–2020)". Technical assistance was provided to 12 countries in the regions covered by the programme. In 2017, an operation launched under the programme involving 13 countries resulted in the seizure of over 55 tons of drugs, the dismantling of 20 clandestine laboratories and over 350 arrests.

55. Through its regional offices for South-East Asia and the Pacific, Central Asia and West and Central Africa, as well as its country offices, UNODC continued providing capacity-building and technical assistance, conducting trafficking threat assessments and support for judicial cooperation and mutual legal assistance.

56. Together with the Department of Peacekeeping Operations, the Department of Political Affairs, the Danish Demining Group and the Group of Five for the Sahel, UNODC continued to contribute to the implementation of the United Nations integrated strategy for the Sahel.

57. UNODC, together with the Department of Peacekeeping Operations, the United Nations Office for West Africa and the Sahel, the Department of Political Affairs and

INTERPOL, supported, through the West Africa Coast Initiative, the implementation of the Economic Community of West African States (ECOWAS) Action Plan to Address Illicit Drug Trafficking, Organized Crime and Drug Abuse in West Africa (2016–2020).

58. The United Nations Assistance Mission in Afghanistan continued to promote more coherent support to the Government of Afghanistan, including in the field of counter-narcotics. The United Nations Regional Centre for Preventive Diplomacy for Central Asia hosted the biannual mini-Dublin Group meetings on efforts to address illicit drugs in Ashgabat in June and December 2017.

3. Addressing links with other forms of organized crime, including money-laundering, corruption and other criminal activities

59. UNODC promotes efforts to address safe havens and to identify and mitigate money-laundering risks linked to new technologies, as well as emerging money-laundering methods and techniques.

60. Through its Global Programme against Money-Laundering, Proceeds of Crime and the Financing of Terrorism, UNODC provided technical assistance to 88 countries in nine subregions. Such assistance included tailor-made modular training, international conferences and substantive legal reviews. UNODC provided training for judicial authorities, financial intelligence units, law enforcement authorities and customs, immigration and border control agencies. The training covered the practical and operational aspects of countering money-laundering and the financing of terrorism, as well as the disruption of illicit financial flows. UNODC also continued to update and expand its Anti-Money-Laundering International Database, including its case law section.

61. UNODC continued to provide support to the Asset Recovery Network of the Financial Action Task Force of Latin America, the Asset Recovery Inter-Agency Network of Southern Africa, the Asset Recovery Inter-Agency Network for Asia and the Pacific, the Asset Recovery Inter-Agency Network for West Africa and the Asset Recovery Inter-Agency Network of the Caribbean. Support was provided for the entire investigation process, from the tracing of assets to freezing and seizure, management and forfeiture or confiscation, as well as the final disposal of the assets.

62. UNODC also continued the implementation of its cryptocurrency investigation training course at the national and regional levels. In 2017, around 100 participants from more than 25 Member States were trained in person. The training course is a joint project under the Global Programme against Money-Laundering, Proceeds of Crime and the Financing of Terrorism and the Global Programme on Cybercrime and is focused on developing skills to enhance collaboration between investigators, to understand cryptocurrencies and to cooperate internationally on cryptocurrency cases. In addition, more than 9,000 people took the UNODC online course on cryptocurrencies.

63. UNODC provided legislative advisory support on the drug control conventions to Peru. Furthermore, relevant and up-to-date laws from the legal library on drug control are being migrated into the Database of Legislation on Drug Control (part of the UNODC Drug Control Repository), with a view to bringing all relevant legislative resources pertinent to drug control into one database.

D. Cross-cutting issues: drugs and human rights, youth, children, women and communities

1. Drugs and human rights, youth, women, children, vulnerable members of society, and communities

64. To promote gender-sensitive criminal justice responses, UNODC convened a subregional workshop on the implementation of the United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders

(the Bangkok Rules) in Panama in September 2017, which was attended by representatives of the prison systems in Costa Rica, El Salvador and Panama, and civil society organizations from Guatemala.

65. In March 2018, during the sixty-second session of the Commission on the Status of Women, UNODC, UN-Women, OHCHR and UNDP launched *A Practitioner's Toolkit on Women's Access to Justice Programming*, which includes a focus on the gender dimension of the world drug problem and guidance to make justice systems and responses more gender-sensitive.

66. In addition to the UNODC and WHO initiative on quality assurance for drug treatment, UNODC and WHO developed training materials for service providers on the treatment and care of women, including pregnant women, with drug use disorders and collaborated on the dissemination and implementation of the WHO *Guidelines for Identification and Management of Substance Use and Substance Use Disorders in Pregnancy*.

67. UNODC, in partnership with other stakeholders, developed a training programme on addressing the specific needs of women who inject drugs. UNODC also developed the training module entitled "Gender mainstreaming monitoring and evaluation of HIV services for women who use drugs". UNODC provided over 250 government officials, civil society service providers, programme managers and other professionals in Egypt, Indonesia, Nepal, Thailand and Viet Nam with training on improving access for women who use drugs to HIV prevention, treatment and care.

68. In March 2018, UN-Women coordinated a United Nations-wide social media campaign with the hashtag #betheforceforchange, raising awareness of the impact of discrimination against people living with HIV, people who use drugs, sex workers and lesbian, gay, bisexual, transgender, queer and intersex persons. In the United Republic of Tanzania, UN-Women is providing financial support for the development of a new gender operational plan for HIV/AIDS prevention.

69. In Kyrgyzstan, UN-Women supported the creation of economic opportunities for vulnerable women that were targeted at, among others, women who are in remission from drug use or women living with HIV. In Viet Nam, UN-Women provided technical assistance to incorporate international standards and good practices on human rights and gender equality in national HIV-related laws and policies.

70. In implementing the Global Programme on Violence against Children in the Field of Crime Prevention and Criminal Justice, UNODC continued to support Member States in the implementation of measures to ensure that children in contact with the juvenile justice system receive adequate treatment for substance abuse. With regard to prevention, UNODC continued its work on family-based prevention, which was found to be equally effective for both girls and boys.

71. The UNODC Country Office for Colombia continued to provide support on restorative juvenile justice and prevention strategies for young people.

2. Proportionate and effective policies and responses, as well as legal guarantees and safeguards pertaining to criminal justice proceedings and the justice sector

72. UNODC and WHO prepared a joint publication entitled *Treatment and Care for People with Drug Use Disorders in Contact with the Criminal Justice System: Alternatives to Conviction or Punishment*. An advance version was launched on the margins of the sixty-first session of the Commission on Narcotic Drugs and the twenty-seventh session of the Commission on Crime Prevention and Criminal Justice, which allowed for a discussion on promising policies and initiatives relating to the provision of treatment for people with drug use disorders as an alternative to conviction or punishment at all stages of the criminal justice system.

73. UNODC and UNDP jointly developed a publication entitled *Global Study on Legal Aid: Global Report* to provide an overview of the availability and accessibility

of legal aid services worldwide. It contains information on, inter alia, meaningful access to legal aid for groups with specific needs, including people who use drugs and people who are living with HIV and other blood-borne diseases.

74. UNODC developed a practical roadmap for the development of prison-based rehabilitation programmes to assist national prison administrations in the initiation and/or enhancement of prison-based rehabilitation programmes, with a particular focus on education, vocational training and work programmes for prisoners.

75. In Colombia, UNODC, in partnership with OHCHR and the Ministry of Justice and Law, is carrying out joint activities focused on the inclusion of a human rights-based approach in national drug policy. Efforts are aimed at, inter alia, supporting analysis for and preparation of a methodological guide, strengthening the institutional capacities of national authorities, strengthening the capacities of communities and promoting the involvement of social actors.

76. In February 2018, OHCHR organized, with the Government of Germany, an expert seminar on drug-related offences, criminal justice responses and the use of the death penalty in South-East Asia, exploring human rights challenges in addressing the world drug problem.

77. In Tunisia, OHCHR provided technical advice to national authorities on reforming drug laws to adopt the principle of progressive sanctions for crimes of drug consumption, particularly for first-time offenders. In Cambodia, OHCHR monitored key trials, including drug-related cases, and produced internal monitoring reports to help identify gaps in human rights protection, particularly regarding the right to a fair trial.

78. OHCHR was requested by the Human Rights Council, in its resolution 37/42, to prepare a report on the implementation of the joint commitment to effectively addressing and countering the world drug problem with regard to human rights, in consultation with States, UNODC and other United Nations agencies, civil society and other relevant stakeholders, for consideration by the Council at its thirty-ninth session. The report will subsequently be shared with the Commission on Narcotic Drugs, in preparation for the sixty-second session of the Commission, in 2019.

79. Together with the International Centre on Human Rights and Drug Policy, UNDP, in consultation with other stakeholders, initiated the development of international guidelines on human rights and drug control, with a view to providing guidance to States and other stakeholders on the development and implementation of national drug control policies that are grounded in States' obligations under international human rights law.

E. Cross-cutting issues in addressing and countering the world drug problem: evolving reality, trends and existing circumstances, emerging and persistent challenges and threats, including new psychoactive substances, in conformity with the three international drug control conventions and other relevant international instruments

1. Addressing new psychoactive substances, amphetamine-type stimulants, including methamphetamine, the diversion of precursors and pre-precursors and the non-medical use and misuse of pharmaceuticals containing narcotic drugs and psychotropic substances

80. The emergence of a large number of fentanyl analogues has been associated with a rising number of overdoses, including fatal overdoses, among opioid users. At the fourth UNODC-WHO expert consultation on new psychoactive substances, held in Vienna on 25 October 2017, the importance of national and regional early warning systems and the systematic collection of information on health harms for the prioritization and review of new psychoactive substances at the international level

was emphasized. Information on the most harmful, prevalent and persistent new psychoactive substances was provided to WHO for the review of substances at the thirty-ninth meeting of the WHO Expert Committee on Drug Dependence.

81. The global Synthetics Monitoring: Analysis, Reporting and Trends (SMART) programme continues to support research and the collection and scientific analysis of data related to synthetic drugs, including amphetamine-type stimulants and new psychoactive substances. The UNODC early warning advisory on new psychoactive substances continues to provide the basis for effective evidence-based policy responses and collaboration with national, regional and international partners, including the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA), WCO and WHO and its Expert Committee on Drug Dependence.

82. UNODC also continued efforts to enhance the capacity and effectiveness of national laboratories and promote collaboration for the detection and identification of drugs, including new psychoactive substances. Efforts included the development of analytical methodologies to address laboratory challenges in the identification of newly scheduled drugs, including fentanyl analogues in biological specimens; the use of UNODC reference standards; and assistance activities including the international collaborative exercises, a proficiency test for national laboratories in which 239 laboratories from 74 Member States participated. Scientific support was also provided by UNODC to law enforcement agencies to detect and identify new psychoactive substances and amphetamine-type stimulants in Central and South America, the Caribbean, Central Asia and South-East Asia.

2. Evolving reality, trends and existing circumstances, emerging and persistent challenges and threats

83. In the *World Drug Report 2018*, UNODC highlighted emerging and persistent trends in the world drug problem in terms of cultivation, production, trafficking, consumption and health consequences in different regions and globally. The 2018 edition has a focus on the extent of drug use among young people and older people, and also addresses specific issues related to women: both drug use among women and the role played by women in the drug supply chain.

84. UNODC continued assisting Member States in the monitoring of illicit cultivation and production of drugs. In 2017, technical support was provided to Bolivia (Plurinational State of), Colombia and Peru for monitoring coca bush cultivation, to Afghanistan, Mexico and Myanmar for monitoring opium poppy cultivation, and to Nigeria for monitoring cannabis plant cultivation.

85. In the framework of the Afghan Opiates Trade Project, UNODC produced an assessment of the trafficking of Afghan opiates along the northern route, which runs through Central Asia to the Russian Federation.

86. UNODC also provided support for the design and implementation of drug use surveys among the general population in Myanmar, Nigeria and Pakistan, and among young people in Afghanistan and neighbouring countries.

87. UNODC, in collaboration with WHO, with the involvement of many partners, including UNAIDS, EMCDDA, the African Union and OAS, continued to collaborate within the Inter-Agency Technical Working Group on Drug Epidemiology to review international data collection and standards in drug epidemiology and to develop common standards and synergies, including those for the monitoring of target 3.5 of the Sustainable Development Goals.

88. As requested by the Commission on Narcotic Drugs in its resolution 60/1, UNODC conducted a consultation among Member States and other stakeholders on how to strengthen existing data-collection and analysis tools at the national level, and on possibilities to strengthen and streamline its existing data-collection and analysis tools, including improving the quality and effectiveness of the annual report questionnaire. In parallel, a technical assessment on availability, quality, relevance and use of data and other information collected annually through the questionnaire

was conducted. Expert consultations were held in early 2018 to identify concrete ways to strengthen national and international data-collection tools. UNODC encourages continued reflection on possibilities for strengthening and streamlining existing data-collection and analysis tools, including ways to improve and strengthen the quality, response rate and effectiveness of the annual report questionnaire.

F. Strengthening international cooperation based on the principle of common and shared responsibility

89. In the outcome document of the thirtieth special session of the General Assembly, Member States recommended strengthening specialized, targeted, effective and sustainable technical assistance, through and in cooperation with UNODC, as well as with WHO and other relevant United Nations entities and international and regional organizations, within their respective mandates, to assist Member States in effectively addressing the health, socioeconomic, human rights, justice and law enforcement aspects of the world drug problem.

90. UNODC has developed a workshop to support Member States with the practical implementation of the recommendations contained in the outcome document of the thirtieth special session of the General Assembly, which are also placed in the broader framework of the 2030 Agenda for Sustainable Development. The workshop is aimed at raising awareness of the provisions contained in the outcome document, supporting the identification of technical assistance needs and facilitating self-assessment of the progress made in national implementation. The workshops also encourage the sharing of national good practices and lessons learned, including through the good practice portal. During the period May 2017 to February 2018, the workshop was held in Bolivia (Plurinational State of), Pakistan and Trinidad and Tobago.

91. In contributing to the implementation of the 2030 Agenda, the Commission on Narcotic Drugs submitted its annual substantive contribution which, for 2018, was on the theme "Transformation towards sustainable and resilient societies".

92. The Commission continued efforts to enhance horizontal cooperation with other functional commissions of the Economic and Social Council, including the Commission on Crime Prevention and Criminal Justice, the Commission on the Status of Women, the Statistical Commission and the Commission on Social Development. Immediately preceding the high-level political forum on sustainable development in July 2017, a round-table discussion was held on gender-responsive implementation of the 2030 Agenda, during which the Chair of the Commission on Narcotic Drugs, together with the Chairs of the Commission on Crime Prevention and Criminal Justice, the Statistical Commission, the Commission on Science and Technology for Development and the Commission on the Status of Women, discussed opportunities to enhance cooperation among the commissions in order to achieve gender equality and the empowerment of all women and girls.

93. In December 2017, the Commission on Narcotic Drugs held a special event with the Statistical Commission that was focused on drug statistics, practices and challenges in relation to data quality and national capacity to produce drug statistics. During its sixty-first session, the Commission on Narcotic Drugs held a discussion with the Commission on the Status of Women by videoconference: it was the first time that two functional commissions of the Economic and Social Council had communicated directly in real time while they were both in session.

G. Alternative development; regional, interregional and international cooperation on development-oriented balanced drug control policy; addressing socioeconomic issues

1. Socioeconomic issues and alternative development

94. Socioeconomic factors such as a lack of governance, security and rule of law and high rates of poverty and marginalization may drive illicit cultivation, and represent manifestations of poor levels of development.

95. UNODC is focusing research on the links between illicit cultivation and sustainable development, peace and stability, using relevant human development indicators, criteria related to environmental sustainability and other measurements, in line with the Sustainable Development Goals.

96. By disaggregating a range of socioeconomic data by opium poppy cultivation status and region, UNODC identified differences between opium-poppy-cultivating villages and non-opium-poppy-cultivating villages in Afghanistan and Myanmar. That "development gap" underscores that the availability of infrastructure and services were important determinants of opium cultivation and that other factors, such as income inequality, food insecurity, weak governance and insecurity, were both causes and consequences of illicit cultivation.

97. UNODC is conducting baseline surveys of alternative development projects that it and UNDP are implementing in Afghanistan. Special attention is given to the situation of women in areas where there is illicit crop cultivation and UNODC has — for the first time — targeted male and female household members equally in the baseline surveys. Further improving gender equality at the field level would require more UNODC alternative development programmes targeted to the needs of women.

98. To ensure the sustainability of economic alternatives to illicit crop cultivation, UNODC promotes progress in the provision and development of necessary infrastructure to facilitate market access for alternative development products.

2. Technical and financial cooperation for comprehensive and balanced development-oriented drug policies and viable economic alternatives

99. The Office's alternative development interventions are aimed at providing sustainable licit livelihoods to communities that cultivate illicit drug crops and to target communities that have stopped illicit cultivation or are vulnerable to starting illicit cultivation in the future.

100. Decreasing financial support has resulted in challenges for the sustainability of UNODC alternative development programmes in Bolivia (Plurinational State of), the Lao People's Democratic Republic, Myanmar and Peru. Successful projects, such as the coffee cooperative programme in Shan State, Myanmar, which has recently come to an agreement with the Malongo Coffee Company to supply high-quality, niche-market coffee, require long-term donor funding to ensure their sustainability and to positively impact future public-private partnerships.

V. Governance and financial situation of the United Nations Office on Drugs and Crime

1. Information on the work of the standing open-ended intergovernmental working group on improving the governance and financial situation of the United Nations Office on Drugs and Crime

101. The standing open-ended intergovernmental working group on improving the governance and financial situation of UNODC continued to play an important role as a forum for discussions in areas including strategic and budgetary matters, evaluation,

oversight, programme development and implementation, the financial situation of the Office and strengthening human resources governance.

2. Information on strategic planning

102. UNODC is working within the United Nations Secretariat on streamlining programme planning and budgeting processes to improve delivery of the Organization's mandates.

103. UNODC continued its efforts to strengthen the culture of results-based management, also with a view to linking its work to the implementation of the 2030 Agenda, including by incorporating links to specific targets of the Sustainable Development Goals in programme documents and annual results-based reports.

3. Information on integrated programming

104. UNODC continued to implement an integrated programming approach focusing on the incorporation of global programme components into regional and country programmes, and interregional cooperation, to respond to Member States' priorities in a sustainable manner. In 2017, UNODC launched two country programmes, for Bolivia (Plurinational State of) and Indonesia, and two new global programmes, on gender equality and the empowerment of women and on alternative development and sustainable livelihoods.

105. More information on the governance and financial situation of UNODC can be found in the report of the Secretary-General on the implementation of the mandates of the United Nations crime prevention and criminal justice programme, with particular reference to the technical cooperation activities of UNODC (A/73/131).

106. As of December 2017, UNODC was managing 19 regional and country and 43 global programmes.

4. Information on evaluation

107. The Independent Evaluation Unit provides independent information that is key for accountability of the resources entrusted to UNODC by Member States. In addition, organizational learning for more efficiency and effectiveness is triggered by evaluation results and related knowledge products. The United Nations Evaluation Group peer review concluded that considerable progress had been made, but that there was also a need for more investment to strengthen accountability in UNODC.

108. The Independent Evaluation Unit completed three gender-responsive evaluations and presented recommendations to the Executive Director, senior management and Member States. In addition, the Unit quality-assured and published evaluations of 18 projects and supported national evaluation capacity-building, contributing to the review mechanism of the Sustainable Development Goals.

5. Information on the financial situation of the United Nations Office on Drugs and Crime

109. Pledges to UNODC for voluntary contributions totalled $361 million in 2017, of which $182 million were pledged to the Fund of the United Nations International Drug Control Programme and $179 million to the United Nations Crime Prevention and Criminal Justice Fund. In descending order, Colombia, the United States of America, the European Union, Japan and Germany were the largest donors, contributing approximately 75 per cent of the total pledges.

110. The financial situation of UNODC remains vulnerable, with the continuous decline in unearmarked (general-purpose) funds predicted to reach less than 1 per cent of the total income in the biennium 2018–2019. Such low levels of unearmarked funding represent a key challenge to the strategic and effective implementation of the mandates of UNODC, putting a strain on management, coordination and normative

functions. UNODC continues to count on the support of Member States to ensure predictable funding for activities under the general-purpose funds.

111. The consolidated budget for the biennium 2018–2019 completed the transition to the funding model of full cost recovery.

112. In the biennium 2018–2019, UNODC will actively participate in the Secretary-General's reform of the Organization and will continue the implementation of major initiatives to strengthen accountability, transparency, effectiveness and efficiency of programme execution. Such initiatives include Umoja (the Secretariat-wide enterprise resource planning system), the International Public Sector Accounting Standards, the framework of engagement of external parties and enterprise risk management.

VI. Conclusions and recommendations

113. In the outcome document of the thirtieth special session of the General Assembly, representing the most recent consensus of the international community, Member States resolved to take the steps necessary to implement the operational recommendations contained in each of the seven thematic chapters, in close cooperation with the United Nations and other intergovernmental organizations and civil society.

114. With the outcome document as a blueprint, I strongly endorse a balanced, comprehensive approach to the world drug problem, giving full weight to prevention and treatment, in line with progress made at the thirtieth special session of the General Assembly. I hope the next ministerial meeting will build on these agreements.

115. Although each country must decide its own drug policy, while simultaneously upholding relevant international legal principles and treaties, I believe there is consensus around the need for a people-centred approach, based on results rather than dogma or prejudice.

116. I have called upon UNODC, as the leading entity in the United Nations system for drug-related matters, to lead, in close cooperation with other United Nations entities, a coordinated organizational response, supporting Member States in the implementation of the recommendations contained in the outcome document of the thirtieth special session, and promoting comprehensive, coherent and balanced responses to effectively address and counter the world drug problem.

117. To address the challenges faced by the international community, I urge Member States to provide UNODC with adequate, predictable and stable resources, to enable the Office to implement its mandated work in a sustainable manner and to effectively respond to the increasing demand of the multilateral system for technical assistance and capacity-building, in close coordination with partner countries and all other relevant stakeholders, both within the United Nations system and outside it, at the national, regional and international levels.

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Measures to eliminate international terrorism

Technical assistance in implementing the international conventions and protocols related to terrorism

Report of the Secretary-General

Summary

Pursuant to General Assembly resolution 72/194, the present report reviews the progress made from 1 January 2017 to 31 May 2018 by the United Nations Office on Drugs and Crime in supporting Member States in the ratification and implementation of the international conventions and protocols relating to terrorism, as well as the implementation of relevant United Nations resolutions. The report also highlights key achievements of the Office in delivering technical assistance on the legal and criminal justice aspects of countering terrorism while responding to emerging challenges and evolving needs of Member States. The report concludes with a set of recommendations, including on the need for enhanced support to meet those challenges, for consideration by the General Assembly.

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Introduction

1. The present report covers major activities undertaken by the United Nations Office on Drugs and Crime (UNODC) from 1 January 2017 to 31 May 2018. The report provides an update of the information contained in document E/CN.15/2018/5.

2. During the reporting period, UNODC assisted Member States and regional organizations in their efforts to prevent and combat terrorism in line with the balanced implementation of the United Nations Global Counter-Terrorism Strategy. The Office's support was focused in particular on helping Member States accede to, ratify and implement the 19 international legal instruments to prevent and combat terrorism and develop efficient criminal justice responses that meet human rights and rule of law standards.

3. The Office's mandate regarding counter-terrorism technical assistance was reiterated in General Assembly resolution 72/123, on measures to eliminate international terrorism; 72/180, on protection of human rights and fundamental freedoms while countering terrorism; 72/194, on technical assistance for implementing the international conventions and protocols related to counter-terrorism; and 72/196, on strengthening the United Nations crime prevention and criminal justice programme, in particular its technical cooperation capacity.

4. More specifically, in its resolution 72/194, the General Assembly requested UNODC to continue to provide assistance to requesting Member States in addressing the threat of returning foreign terrorist fighters and in ensuring that measures are taken to reintegrate children associated with terrorist groups. In the same resolution, the Assembly encouraged the Office to assist Member States in mainstreaming gender perspectives into criminal justice responses to terrorism in order to promote the full protection of women and girls from any form of exploitation or violence perpetrated by terrorists.

5. Furthermore, the Security Council adopted several resolutions related to immediate terrorist threats. Those include resolution 2341 (2017), on terrorist threats against critical infrastructure; resolution 2347 (2017), on the destruction of cultural heritage and the smuggling of cultural property by terrorist groups in situations of armed conflict; resolution 2354 (2017), on countering terrorist narratives; resolution 2368 (2017), on reaffirming the sanctions regime against the Islamic State in Iraq and the Levant (ISIL, also known as Da'esh); and resolution 2370 (2017), on preventing terrorists from acquiring weapons.

6. In addition, the Council adopted resolution 2396 (2017), focused on terrorist fighters returning and relocating to their countries of origin or nationality, or to third countries. The Council recognized the expertise and technical assistance provided by UNODC to Member States to counter this phenomenon, in particular to facilitate international cooperation on judicial matters related to terrorism, and requested UNODC to continue providing technical support to Member States, inter alia, for the development and implementation of prosecution, rehabilitation and reintegration strategies, including in the context of foreign terrorist fighters.

7. UNODC remained one of the key contributors to the implementation of pillar III of the United Nations Global Counter-Terrorism Strategy; 50 per cent of the projects under that pillar were being implemented by the Office. The Office also contributed significantly to the implementation of the foreign terrorist fighter capacity-building plan of the Counter-Terrorism Implementation Task Force, and to the Secretary-General's Plan of Action to Prevent Violent Extremism.

8. On 11 April 2018, the Executive Director of UNODC signed the United Nations Global Counter-Terrorism Coordination Compact. Signed by the Secretary-General on 23 February 2018, the Compact will further strengthen the collaboration between all entities of the Counter-Terrorism Implementation Task Force, including UNODC.

9. UNODC is one of the main United Nations entities with the capacity to deploy experts with technical knowledge and practical experience related to all types of

crime, including terrorism. During the reporting period, the Office further strengthened its field presence by recruiting terrorism prevention experts based in Bangladesh, Colombia, Egypt, India, Indonesia, Jordan, Kazakhstan, Lebanon, Morocco, Nigeria, Pakistan, Senegal, Thailand and Uzbekistan.

II. Delivery of technical assistance

10. Since 2003, UNODC has been providing legal and capacity-building assistance to requesting Member States in the ratification, incorporation into legislation and implementation of the 19 international conventions and protocols related to terrorism, and in the implementation of relevant United Nations resolutions.

11. In particular, UNODC assisted countries in the Middle East and North Africa, sub-Saharan Africa, Central, South and South-East Asia, Central America and South-Eastern Europe. In early 2018, owing to increased funding support from donors, the Office launched additional projects for Iraq, Libya, Mali, Nigeria and Tunisia, as well as for South Africa, the Lake Chad region and a number of Asian countries.

A. Technical assistance activities

1. Ratification and legislative assistance

12. During the reporting period, the Office continued to promote the 19 international legal instruments related to terrorism and contributed to 26 additional ratifications by Member States in receipt of its assistance.

13. Since it entered into force in 2016, an increasing number of States, including Bangladesh, Costa Rica and Madagascar in 2017, have ratified the 2005 Amendment to the Convention on the Physical Protection of Nuclear Material.

14. Legislative assistance was provided to several Member States, including Benin, Cameroon, Chad, Côte d'Ivoire, the Democratic Republic of the Congo, Egypt, Guinea-Bissau, Indonesia, Iraq, Jordan, Mali, Mauritania, Nigeria, Somalia, Ukraine and Yemen.

15. A national committee in Yemen was established to expedite the finalization of the draft counter-terrorism law. Cameroon amended, inter alia, the military justice code so as to exclude juveniles from the competence of military courts in terrorism cases. With the Office's support, Chad and Mauritania revised their counter-terrorism legislation to bring it in line with international norms and standards. In addition, UNODC assisted Côte d'Ivoire in significantly modifying its counter-terrorism legislation after the attacks in Grand-Bassam. The Council of Ministers of Côte d'Ivoire consequently adopted a law that included legal provisions related to the financing and organization of terrorists. UNODC also advised Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan on the legislative implementation of Security Council resolution 2178 (2014).

16. UNODC continued to promote the important role of parliamentarians in preventing terrorism, for example, by organizing visits to Madrid, Paris and Vienna for representatives of the Parliament of Egypt.

17. The Office further strengthened its collaboration with parliamentary associations, including by co-organizing regional and subregional meetings hosted by national parliaments with the Inter-Parliamentary Union (IPU) and the Parliamentary Assembly of the Mediterranean (PAM). The Executive Director of UNODC addressed the 137th IPU Assembly, held in Saint Petersburg, Russian Federation, in October 2017. In addition, UNODC and IPU launched a joint initiative on the role of parliaments in preventing and countering terrorism at a conference for parliamentarians from the Middle East and North Africa on the challenges posed by violent extremism leading to terrorism and preventive criminal justice responses,

hosted by the Parliament of Egypt in Aswan, Egypt, from 31 January to 2 February 2017.

2. Capacity-building to implement counter-terrorism legislation

18. The Office provided capacity-building assistance in several specialized counter-terrorism efforts. Among the top priorities in that regard were the criminal justice aspects of addressing the financing of terrorism, returning and relocating terrorist fighters, improvised explosive devices, terrorist attacks on critical infrastructure and the use of the Internet and social media for terrorist recruitment and incitement.

19. National capacity-building assistance was provided to, inter alia, Afghanistan, Algeria, Argentina, Bahrain, Bangladesh, Benin, Burkina Faso, Cameroon, Chad, Colombia, Côte d'Ivoire, the Democratic Republic of the Congo, Egypt, Guinea-Bissau, Indonesia, Iraq, Jordan, Kazakhstan, Kenya, Lebanon, Libya, Malaysia, Maldives, Mali, Mauritania, the Niger, Nigeria, the Philippines, Senegal, Tajikistan, Tunisia, Uzbekistan and Yemen. In total, the Office assisted more than 50 Member States and carried out more than 200 national and regional activities through which almost 5,000 criminal justice officials were trained, including 1,213 women.

20. In addition to the existing bilateral technical assistance plans for Algeria, Egypt, Iraq, Libya, Morocco, Tunisia and Yemen, a new two-year counter-terrorism programme was launched for Iraq.

21. In addition, UNODC further expanded its technical assistance to Sahel countries, for example, by initiating counter-terrorism capacity-building activities in support of Supreme Courts of the Sahel countries and tailored counter-terrorism action plans for Burkina Faso and Mauritania. UNODC further advanced the implementation of the multi-year partnership between Nigeria, the European Union, UNODC and the Counter-Terrorism Committee Executive Directorate (CTED) for strengthening the capacity of criminal justice officials of Nigeria to effectively investigate, prosecute and adjudicate terrorism cases in accordance with the rule of law and human rights. Furthermore, in April 2017, UNODC and Pakistan launched a new programme on action by Pakistan to counter terrorism, with special reference to Khyber Pakhtunkhwa. In Central Asia, UNODC advanced the establishment of a regional network to prevent terrorism and violent extremism.

(a) Building the capacity of criminal justice practitioners to investigate, prosecute and adjudicate terrorism-related cases

22. The Office held a total of 42 national training activities on the investigation, prosecution and adjudication of terrorism-related cases for Algeria, Benin, Burkina Faso, Cameroon, Chad, Côte d'Ivoire, the Democratic Republic of the Congo, Egypt, Jordan, Iraq, Kenya, Lebanon, Mali, Mauritania, Morocco, the Niger, Nigeria, Senegal, Uganda and the United Republic of Tanzania, as well as regional events for the Middle East and North Africa, East Africa, South Asia and the Sahel region.

23. UNODC also delivered national workshops for Chad and the Niger on crime-scene management, as well as a workshop for Lebanon on the use of special investigation techniques such as the use of open-source intelligence sources and advanced data analysis tools.

24. In sub-Saharan Africa, UNODC supported Burkina Faso, Chad, Mali, the Niger and Nigeria in establishing, equipping and training national specialized counter-terrorism units for the investigation and prosecution of terrorism cases. Study visits for Burkina Faso, Chad and Mali were organized in Niamey to enable those countries to increase their knowledge of the challenges related to the investigation and judicial processing of terrorism cases in the context of the Sahel region, and to draw on the experiences of neighbouring States. Moreover, work on a counter-terrorism investigations manual for Nigeria progressed well, and included the holding of a peer review meeting in Vienna in November 2017. UNODC has placed a mentor within

the specialized counter-terrorism investigation unit of Mali to reinforce its capacity in investigating terrorism cases.

25. UNODC provided mentoring and training to law enforcement units and prosecution entities in Kenya, Uganda and the United Republic of Tanzania on improving national coordination in the use of intelligence as evidence, on enhancing basic and specialized investigation and prosecution skills and on improving digital forensic capacity to investigate and prosecute terrorism cases.

26. In Somalia, UNODC made good progress in the construction of the Mogadishu prison and court complex, which will provide high-security court and detention facilities for high-risk cases, including terrorism-related cases.

(b) Suppressing the financing of terrorism

27. UNODC worked to further strengthen national capabilities to suppress the financing of terrorism, in line with the International Convention for the Suppression of the Financing of Terrorism, relevant Security Council resolutions and the Financial Action Task Force's recommendations.

28. UNODC activities included those related to capacity-building in the investigation and prosecution of terrorism financing-related cases, and to disrupting terrorist financial networks in Algeria, Burkina Faso, Côte d'Ivoire, Mali, Mauritania, Morocco, the Niger, Senegal, Tunisia and the United Republic of Tanzania.

29. Asset freezing was the focus of country-level assistance to Indonesia, Nepal, the Philippines and Sri Lanka, as well as the main focus of technical assistance to South and South-East Asian countries, where several workshops were held to address countering the financing of terrorism by preventing the financing of weapons of mass destruction. In Côte d'Ivoire, UNODC assisted the Government in efforts related to asset-freezing. As a result, two decrees were adopted to facilitate the coordination of asset-freezing activities and set up institutional structures in that regard.

30. UNODC continued to carry out mock investigations related to countering the financing of terrorism, and in that connection conducted four workshops in Rabat as part of the second phase of the project to strengthen the legal regime against terrorism in Morocco, as well as a workshop in the Niger.

31. The Office held a specialized training session to support States in responding to the use by terrorist groups of digital currencies to finance terrorism in Cairo from 2 to 4 October 2017. Furthermore, the Office continued its collaboration with the Inter-Institutional Committee to Prevent and Counter Terrorism and its Financing of Colombia by supporting the holding of six meetings of the Committee in 2017 and three in 2018.

32. UNODC is well placed to assist Governments in their efforts to prevent terrorists from benefiting from transnational organized crime, including through the illicit sale of cultural heritage to finance terrorist operations. During the reporting period, the Executive Director of UNODC briefed the Security Council on the Office's work to combat trafficking in cultural property at two open debates of the Council on the topic "Maintenance of international peace and security: destruction and trafficking of cultural heritage by terrorist groups and in situations of armed conflict", held on 24 March and 30 November 2017. To address the illicit sale of antiquities by terrorist groups, UNODC worked closely with the United Nations Educational, Scientific and Cultural Organization (UNESCO), the International Criminal Police Organization (INTERPOL) and the World Customs Organization (WCO). Furthermore, the Office contributed substantively to the report of the Secretary-General on the implementation of Security Council resolution 2347 (2017) (S/2017/969). Other activities included a workshop for Iraq (Beirut, 21–23 January 2017) and UNODC participation in a European Union high-level meeting on protecting cultural heritage from terrorism and mass atrocities (New York, 21 September 2017).

33. Furthermore, the *World Drug Report 2017*, published by UNODC, contains a chapter dedicated to analysing links between drug trafficking and other forms of crime, including terrorism. It expresses concerns about the growing involvement of terrorist groups in illicit drug sales in some regions, and identifies the need for more research and capacity-building in that regard. In that context, UNODC continued working with Indian Ocean countries, bringing together officials from East Africa, the Middle East, and South Asia to disrupt the charcoal trade and drug trafficking, both linked to the financing of terrorist groups. More specifically, the Office supported States in making their own interdictions in territorial waters and on the high seas and in following up with criminal investigation and prosecution.

34. In addition, UNODC held two expert group meetings, one on identifying good practices in assessing the risks posed by the financing of terrorism and one on interrupting the financing and acquisition of critical parts for improvised explosive devices.

35. UNODC further strengthened the ability of Member States, in particular Afghanistan, Algeria, Azerbaijan, Côte d'Ivoire, Egypt, Kazakhstan, Kyrgyzstan, Mali, Mauritania, Morocco, the Niger, the Russian Federation, Senegal, Somalia, South Africa, Tajikistan, Tunisia, the United Arab Emirates and Uzbekistan, to disrupt the financing of terrorist networks. To that end, six progressively more advanced courses on countering the financing of terrorism were developed to support Member States in addressing deficiencies identified during mutual evaluations and in detecting, investigating and disrupting terrorist activities, including attack planning.

(c) Addressing the threat posed by foreign terrorist fighters, including returning and relocating fighters

36. The security threat posed by foreign terrorist fighters was further exacerbated in 2017 by the increased number of terrorist fighters returning from the Syrian Arab Republic and Iraq and/or relocating to their countries of origin or nationality, or to third countries.

37. The Office continued to successfully carry out its initiative on strengthening the legal regime against foreign terrorist fighters in the Middle East and North Africa and South-Eastern Europe, which is aimed at helping States implement Security Council resolutions 2178 (2014) and 2396 (2017) and promoting international cooperation in cases related to foreign terrorist fighters.

38. Under the umbrella of the above-mentioned initiative, a total of eight national training activities were held in Algeria, Iraq, Jordan, Lebanon, Morocco, Tunisia and Yemen on the use of intelligence in rule-of-law-based, criminal justice sector-led investigations and prosecutions. In addition, in April 2018, UNODC initiated a unique project for cross-regional cooperation among countries of Asia, the Middle East and North Africa in foreign terrorist fighter-related cases.

39. In South-Eastern Europe, three specialized capacity-building activities on normative and administrative challenges related to the threat posed by foreign terrorist fighters were held in Montenegro, Serbia and the former Yugoslav Republic of Macedonia. Furthermore, in October 2017, UNODC released a manual on investigation of foreign terrorist fighter cases adapted for judicial training institutes in South-Eastern Europe.

40. Recognizing the transboundary nature of the phenomenon of foreign terrorist fighters, the Office held a series of regional workshops for countries of Central Asia, South-Eastern Europe, North Africa and South and South-East Asia. The Office also helped strengthen frontline protection against foreign terrorist fighters in the Sabah region of Malaysia.

41. Furthermore, in collaboration with CTED and PAM, UNODC held a high-level conference for parliamentarians in Rome on 30 and 31 March 2017 on the challenges posed by a preventative criminal justice response to terrorism and foreign terrorist fighters.

42. UNODC and INTERPOL continued to implement a project for selected Asian countries on identifying and interdicting terrorist fighters through improved access to the I-24/7 Global Police Communications System of INTERPOL, in the context of which training sessions were delivered in Bangladesh.

43. As a result of the UNODC-INTERPOL-WCO Airport Communication Project, the joint airport interdiction task forces intercepted foreign terrorist fighters travelling to and from conflict zones in the Sahel and the Caribbean. In addition, under the project, a specialized training curriculum for frontline officers at airports on identifying and interdicting suspicious passengers was developed and training in that regard was delivered to task forces in Africa, Latin America, the Caribbean and the Middle East.

(d) Countering the use of information and communications technologies for terrorist purposes

44. The use of the Internet and social media for terrorist purposes continues to pose a threat to international security, as terrorists use the latest technology, in particular relative to encryption methods, to incite violence, exchange operational information and perpetrate attacks.

45. UNODC continued to provide technical assistance to requesting Governments through national and regional workshops on enacting effective criminal justice measures to efficiently counter the threat posed by the use of such technologies for terrorist purposes. In early 2018, the Office launched a unique project to bring together practitioners from the Sahel and North Africa to jointly counter the use of the Internet by terrorist groups.

46. To that end, the Office, in cooperation with the Italian Carabinieri, organized study visits to the forensics laboratory in Velletri, Italy, for Morocco from 20 to 24 March 2017 and for Algeria from 27 to 31 March 2017. In Paris and Lyon from 18 to 22 June 2018, UNODC conducted study visits for officials of Libya on the handling of material evidence and international cooperation in counter-terrorism investigations. Furthermore, specialized equipment for use in investigations carried out on the Internet was delivered to authorities of Libya in May 2018.

47. The Office held two training events in 2017 aimed at strengthening skills in using efficient special investigation techniques to counter terrorist activities on the Internet, one in Amman and one in Cairo. In 2018, UNODC conducted advanced training on open-source Internet investigations involving analysis of criminal intelligence for Iraq in Beirut, and for Jordan in Amman.

48. Recognizing the importance of the digital space as a new source of evidence in the prosecution and adjudication of criminal cases, UNODC held a regional capacity-building activity for the Middle East and North Africa in Rome from 11 to 13 July 2017 and a national work session for Nigeria on 24 October 2017. Furthermore, with CTED and the International Association of Prosecutors, UNODC convened the first expert meeting to develop guidelines on obtaining digital evidence from Internet providers in Vienna on 12 and 13 February 2018.

(e) Countering chemical, biological, radiological and nuclear terrorism

49. UNODC continued to promote the seven international legal instruments dealing with the criminalization of certain acts by non-State actors involving chemical, biological, radiological or nuclear materials, as well as the implementation of relevant obligations under Security Council resolution 1540 (2004). To that end, the Office gathered representatives of Member States and other international organizations in Vienna on 20 and 21 March 2018 to promote the international legal framework against nuclear terrorism.

50. Furthermore, UNODC organized a workshop for Iraq on the dual use of chemical materials for terrorism purposes, held in Beirut from 12 to 15 August 2017, which was complemented by related study visits to the European Union Agency for

Law Enforcement Cooperation (Europol), INTERPOL, the North Atlantic Treaty Organization (NATO), the Organisation for the Prohibition of Chemical Weapons (OPCW) and WCO from 9 to 20 October 2017. A follow-up meeting was conducted in Beirut in 2018.

51. UNODC cooperated with Canada in co-chairing an event held in Vienna on 12 December 2017 commemorating the tenth anniversary of the International Convention for the Suppression of Acts of Nuclear Terrorism, and in co-organizing a workshop in Bratislava on legal frameworks in nuclear security, under the aegis of the Global Initiative to Combat Nuclear Terrorism.

(f) Addressing terrorism offences related to civil aviation and maritime transport

52. UNODC continued to promote the 11 international legal instruments addressing violent acts against civil aviation and maritime navigation.

53. To that end, the Office held a national training event for Egypt in Alexandria from 11 to 13 May 2017 that addressed, inter alia, terrorist attacks targeting tourism and tourism sites. Furthermore, UNODC, together with the International Civil Aviation Organization (ICAO), provided assistance to Nigeria in reviewing its civil aviation legislation in Lagos from 17 to 19 October 2017. Furthermore, in April 2018, UNODC launched a project for selected South and South-East Asian countries to strengthen their capacity to implement international maritime-related counter-terrorism conventions and protocols.

54. UNODC, ICAO and the International Maritime Organization (IMO) assessed evolving risks and considered the possibility of providing further technical and capacity-building assistance. As a result, UNODC and IMO developed two new regional projects to assist States in countering terrorist risks in the maritime navigation.

(g) Providing assistance and support to victims of acts of terrorism

55. In 2017, the General Assembly proclaimed 21 August as the International Day of Remembrance and Tribute to the Victims of Terrorism. In that connection, UNODC contributes to international efforts to improve the situation and role of victims by strengthening national criminal justice responses to terrorism.

56. To that end, in 2017, the Office finalized a project for countries in South and South-East Asia aimed at supporting and protecting witnesses and victims, and held national workshops on the topic in Bangladesh, Indonesia and the Philippines.

57. As part of the Office's assistance relating to victim-centred frameworks, a workshop was held in Amman from 6 to 8 February 2017 that focused on protecting witnesses in terrorism-related cases.

58. Furthermore, UNODC conducted a work session in Abuja from 9 to 11 May 2017 to support Nigeria and countries in the Lake Chad region in addressing acts of sexual violence by terrorist groups by ensuring that they are prosecuted effectively and that the victims receive support.

(h) Addressing gender dimensions in the criminal justice response to terrorism

59. In line with its role in United Nations counter-terrorism efforts, UNODC has developed targeted capacity-building activities relating to gender dimensions in the criminal justice response to terrorism.

60. The Office initiated a project on gender dimensions in sub-Saharan Africa in partnership with the Office of the United Nations High Commissioner for Human Rights (OHCHR). As a result, specialized sessions on gender dimensions were integrated into training workshops for police, prosecutors and the Nigerian Bar Association.

61. Furthermore, some of the projects for South and South-East Asia on criminal justice responses to violent extremism conducive to terrorism include components on

the role of civil society and communities, in particular the women in communities, and families. In Central Asia, UNODC engaged with government officials and civil society to identify the need for gender-focused training. By the end of 2018, UNODC will have developed a new project on gender mainstreaming in counter-terrorism work in the region, to be delivered in 2019.

62. A UNODC publication on gender dimensions in criminal justice responses to terrorism will be published in late 2018.

(i) Reinforcing human rights in criminal justice responses to terrorism

63. In 2017, the Office launched a new online training course entitled "Human rights in the context of criminal justice responses to terrorism". The course was delivered to judges from the Maghreb region. Workshops, including train-the-trainer courses on human rights-compliant criminal justice responses to terrorism, were delivered for Iraq, Jordan, Libya, Morocco and Tunisia. A training course for Lebanon, held in Beirut from 13 to 22 September 2017, included the launch of a manual produced by UNODC on special investigation techniques that respect human rights and the rule of law. In March 2017, UNODC also launched a new training manual on human rights and criminal justice responses to terrorism for Kenya, developed together with national experts.

64. Furthermore, UNODC continued its collaboration with authorities in Nigeria on strengthening human rights in the criminal justice response to terrorism. Activities included a train-the-trainer course (Abuja, 16–20 January 2017), followed by three specialized sessions in which the course's graduates passed on their knowledge to prosecutors and defence lawyers from the country's north-eastern states (Abuja, 21–23 March 2017, 26–28 September 2017 and 14–16 November 2017). The UNODC-trained trainers also delivered sessions on human rights to police legal advisers.

65. As part of its cooperation with regional organizations, UNODC held a joint workshop with OHCHR on human rights and counter-terrorism for the secretariat of the Group of Five for the Sahel and national liaison officers in Nouakchott in December 2017.

66. In 2018, the Office produced a new publication entitled *Handbook on Children Recruited and Exploited by Terrorist and Violent Extremist Groups: The Role of the Justice System* and supported the Niger in strengthening its capacity to deal with children allegedly recruited by terrorist groups.

(j) Strengthening the criminal justice response to violent extremism conducive to terrorism

67. The prevention of violent extremism conducive to terrorism has emerged as an important aspect of the fight against terrorism. In that connection, UNODC continued developing its expertise and partnerships to mainstream criminal justice aspects of preventing violent extremism into its capacity-building assistance efforts.

68. During the reporting period, UNODC, in collaboration with CTED and the United Nations Counter-Terrorism Centre, developed a new project on managing violent extremist offenders and preventing radicalization to violence in prisons (implementation is to begin in 2018), and launched the publication entitled *Handbook on the Management of Violent Extremist Prisoners and the Prevention of Radicalization to Violence in Prisons* on 16 January 2017, the first-ever United Nations publication on the subject.

69. Furthermore, the Office supported the development of the national strategy of Mali to prevent violent extremism and completed a project on strengthening rule of law-compliant criminal justice responses to violent extremism leading to terrorism for the Middle East and North Africa. To that end, a specialized training session for Egypt and Lebanon on countering violent extremism in prisons was held in Beirut from 14 to 16 March 2017.

70. UNODC has been building capacity of the Kenya Prison Service and the Somali Custodial Corps to detect, prevent and disrupt radicalization in prisons with high numbers of violent extremist prisoners through supporting the security prison apparatus, as well as promoting the reintegration of violent extremist prisoners through vocational training, education and counselling.

71. Research to analyse the criminal justice responses to preventing violent extremism is ongoing in South and South-East Asia.

72. In Central Asia, the Office launched the Central Asian Network for Preventing and Countering Violent Extremism and supported penitentiary administrations in their management of violent extremist offenders in prisons, in particular in Kyrgyzstan, which was a pilot country.

73. On the margins of the twenty-sixth and twenty-seventh sessions of the Commission on Crime Prevention and Criminal Justice, held in Vienna in May 2017 and May 2018, respectively, UNODC held two special events to highlight the role of the criminal justice system in preventing violent extremism leading to terrorism, and on challenges in addressing the use of the Internet and social media by terrorist groups for radicalization and recruitment.

(k) Developing technical assistance tools

74. In addition to the tools and publications mentioned in the thematic sections above, UNODC also completed the revision of the module on universal legal framework against terrorism, and is soon to release a methodology for terrorism financing risk assessments. The Office also made considerable progress on the UNODC Education for Justice initiative and developed 14 university modules on counter-terrorism and a guide for teachers.

75. UNODC continued maintaining its online Counter-Terrorism Learning Platform as an important interactive tool to facilitate training and networking related to capacity-building among practitioners. At the time of drafting of the present report, the Platform had 1,665 users from more than 125 countries. UNODC made considerable progress towards the development and implementation of new and updated online training courses on international cooperation in criminal matters related to terrorism and on human rights and criminal justice responses to terrorism, training 54 North African practitioners. In addition, 14 webinars on various topics related to counter-terrorism were delivered, reaching 119 practitioners worldwide.

76. UNODC has been upgrading its legislative database on the UNODC knowledge management portal known as Sharing Electronic Resources and Laws on Crime (SHERLOC) and its new database of competent national authorities for terrorist cases, which forms part of the online directory of competent national authorities hosted on the SHERLOC portal.

(l) Providing technical assistance in close cooperation with national training institutions

77. UNODC supported professional counter-terrorism training through continued and new partnerships with national training institutions for the criminal justice sector, thus widening the reach of its capacity-building efforts.

78. Throughout the year, the Office contributed to terrorism-related events held by the University of Zagreb together with the Max Planck Institute for Foreign and International Criminal Law, the International Institute for Justice and the Rule of Law, the French National School for the Judiciary, the University of Malaga and Qatar University.

79. Train-the-trainer courses remained an efficient way to make capacity-building assistance provided by UNODC highly sustainable. The Office held 10 train-the-trainer courses for Nigeria, 3 for Algeria, 2 for Libya, 1 for the Niger, 1 for Mali, 1 for Morocco and 1 for Tunisia, with varying topical emphases, including human rights and the

investigation of Internet-based terrorist offences. In addition, two subregional workshops were carried out for Sahel countries. In delivering the workshops, UNODC collaborated with the National Judicial Institute of Nigeria, the Higher Institute of the Judiciary of Tunisia, the Higher Judicial Institute of Libya, and the Judicial College of Algeria.

80. The Office assisted judicial and law enforcement training institutes in Mali and the Niger by reviewing their curricula and facilitating the incorporation of terrorism prevention into their syllabuses.

3. Strengthening international cooperation in criminal matters pertaining to counter-terrorism

81. In today's globalized world, national authorities need to cooperate in a more comprehensive and timely manner to match terrorists' global reach and mobility.

82. UNODC delivered a vast array of activities aimed at building the capacity of Member States in cross-border investigations and operations and expanded its portfolio of specialized projects designed to respond to terrorist activities that are particularly transnational, such as those of foreign terrorist fighters. This was further supported by the creation of the directory of national central authorities for terrorist cases under the SHERLOC portal. To promote international judicial and law enforcement cooperation in criminal cases related to terrorism, the Office carried out 6 regional workshops, 20 national workshops and 4 online interactive discussions.

83. In line with Security Council resolution 2322 (2016), in which the Council called upon all States to designate central authorities in matters related to terrorism offences, UNODC and CTED resumed the implementation of a joint project on building effective central authorities for terrorism-related cases and co-organized a regional meeting for States of South and South-East Asia, held in Maldives from 7 to 9 November 2017. UNODC also provided training on handling mutual legal assistance and extradition requests to central authority units at the national level in Nigeria.

84. Furthermore, UNODC, CTED and the International Association of Prosecutors launched a project on strengthening the capacity of central authorities and counter-terrorism prosecutors in obtaining digital evidence from private communication service providers.

85. The Office also continued to support the regional judicial platform for the Sahel countries (Burkina Faso, Chad, Mali, Mauritania, Niger and Senegal), and held the annual meeting of that platform in April 2017.

86. UNODC helped to establish a new multi-agency task force for the Middle East and North Africa with the aim of strengthening international cooperation in terrorism cases, in particular those relating to foreign terrorist fighters. Two coordination meetings were held in Casablanca, Morocco, in November 2017, and in Amman, in April 2018, respectively.

87. The Office also assisted several Member States to improve inter-agency collaboration on counter-terrorism at the national level, including in Myanmar, the Philippines and Thailand.

B. Partnerships

88. UNODC continued to foster partnerships with other United Nations entities and with subregional, regional and international organizations in order to coordinate and, in some cases, jointly implement technical assistance activities.

1. Participation in the Counter-Terrorism Implementation Task Force

89. The increasing demand for capacity-building assistance in countering terrorism requires stronger coordination and coherence among United Nations entities in the

identification of technical assistance needs, in the development, planning, delivery and monitoring of programmes and in the assessment of their impact.

90. UNODC works closely with the Office of Counter-Terrorism and the United Nations Counter-Terrorism Centre. UNODC fully supports joint planning, programming and the delivery of technical assistance. The signing of the United Nations Global Counter-Terrorism Coordination Compact will also deepen the collaboration between UNODC and the Office of Counter-Terrorism, WCO, other entities of the United Nations system and INTERPOL.

91. UNODC is an active member of the Counter-Terrorism Implementation Task Force. Within the Task Force, the Office chairs the working group on countering the financing of terrorism (with the Office of Counter-Terrorism) and the working group on legal and criminal justice responses to terrorism (with CTED), and is a Vice-Chair of the working group on border management and law enforcement relating to counter-terrorism, which is chaired by CTED. UNODC is a member of all 12 thematic working groups of the Task Force, and representatives of the Office participated in many meetings of those working groups, including meetings on the following topics: national and regional counter-terrorism strategies; promoting and protecting human rights and the rule of law while countering terrorism; protection of critical infrastructure, including vulnerable targets, Internet and tourism security; supporting and highlighting victims of terrorism; preventing and responding to terrorist attacks involving weapons of mass destruction; preventing violent extremism and conditions conducive to the spread of terrorism; foreign terrorist fighters; gender-sensitive approaches to preventing and countering terrorism; and communications.

92. UNODC contributed substantially to numerous events and projects of the Task Force, including the reports of the Secretary-General on the capability of the United Nations system to assist Member States in implementing the United Nations Global Counter-Terrorism Strategy (A/71/858) and on the activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy (A/72/840) and quarterly Task Force briefings for Member States, as well as for the new Under-Secretary-General for Counter-Terrorism.

93. Furthermore, UNODC continued to contribute to the Integrated Assistance for Countering Terrorism (I-ACT) initiative led by the Office of Counter-Terrorism and the United Nations Counter-Terrorism Centre, and participated in the development of the I-ACT framework for the Sahel G-5 countries at the request of the Security Council. In that connection, UNODC representatives participated in events held jointly by the Office of Counter-Terrorism and the United Nations Counter-Terrorism Centre in Dakar and Nouakchott in May 2017, and in a coordination meeting on the implementation of the framework held in October 2017.

2. Cooperation with Security Council bodies dealing with counter-terrorism

94. UNODC maintained its fluid cooperation with the Counter-Terrorism Committee (CTC) and CTED on key counter-terrorism projects. In that context, representatives of UNODC participated in the CTC country visits to Argentina, Denmark, Egypt, Germany, Greece, Paraguay, Senegal, Tajikistan, Turkmenistan and Uruguay to monitor the implementation of Security Council resolution 1373 (2001) and subsequent related resolutions. Furthermore, representatives of UNODC attended seven CTC meetings, including a briefing on denying safe haven to terrorists and a special meeting and technical consultations on international judicial and law enforcement cooperation in countering terrorism.

95. UNODC and CTED continued to jointly implement several projects, including one on effective counter-terrorism investigations and prosecutions while respecting human rights and the rule of law in the Maghreb and one on strengthening the capacity of central authorities and counter-terrorism prosecutors in obtaining digital evidence in matters relating to counter-terrorism.

96. The Office and the Analytical Support and Sanctions Monitoring Team pursuant to Security Council resolutions 1526 (2004) and 2253 (2015) concerning ISIL (Da'esh), Al-Qaida and the Taliban and associated individuals and entities, strengthened their collaboration by contributing to each other's events and holding regular consultations. Moreover, UNODC maintained its partnership with the Expert Group of the Security Council Committee established pursuant to resolution 1540 (2004) through close contact and by contributing to a training course organized by the Committee for the Asia and Pacific region that was held in August 2017.

3. Partnerships with international, regional and subregional organizations

97. In the area of terrorism prevention, UNODC has developed and maintained partnerships with 59 international, regional and subregional organizations, including United Nations system entities, in addition to the collaborations mentioned above.[1]

98. UNODC also expanded its cooperation with INTERPOL. Joint activities included the development and delivery of online learning modules to teach justice officials about INTERPOL tools and services. A joint project on enhancing the capacity of national authorities in selected Asian countries to identify and interdict foreign terrorist fighters was also implemented through visits to Bangladesh, India, Kazakhstan and Mongolia. The joint collaboration on the expansion of the INTERPOL I-24/7 database allowed for the complementary exchange of expertise, including INTERPOL expertise in managing the technical aspects of the database and the Office's contribution of legal components, which led to the effective implementation of the database, in accordance with Security Council resolutions 2178 (2014), 2253 (2015), 2322 (2016) and 2396 (2017).

99. UNODC continued to exchange views with the European Union on counter-terrorism policy and cooperation on technical assistance. The European Union-funded joint projects, which included a project to assist Nigeria in strengthening its criminal justice responses to terrorism, remained at the centre of that important partnership. In addition, UNODC representatives shared their expertise at numerous European Union events, and UNODC invited representatives of the European Union to an expert group meeting on the identification of good practices in assessing the risks of terrorism financing, held in Vienna on 4 and 5 April 2017.

100. UNODC and the International Atomic Energy Agency (IAEA) have been cooperating consistently on the promotion of the international legal instruments against nuclear terrorism, in particular the Convention on the Physical Protection of Nuclear Material and its Amendment, and the International Convention for the Suppression of Acts of Nuclear Terrorism. UNODC participated in an IAEA nuclear security information exchange meeting, held in Vienna in April 2017, and an IAEA

[1] UNODC has collaborated with the following entities: African Centre for Studies and Research on Terrorism, African Commission on Human and Peoples' Rights, Asia/Pacific Group on Money Laundering, Association of Southeast Asian Nations, Council of Europe and its Committee of Experts on the Evaluation of Anti-Money Laundering Measures and the Financing of Terrorism, Council of Heads of State of the Shanghai Cooperation Organization, Eurojust, European Counter-Terrorism Centre, European Court of Human Rights, European Parliament, European Union and its European External Action Service, European Union Agency for Law Enforcement Cooperation, Financial Action Task Force, Global Centre on Cooperative Security, Global Counterterrorism Forum, Global Initiative to Combat Nuclear Terrorism, Intergovernmental Action Group against Money Laundering in West Africa, International Atomic Energy Agency, International Civil Aviation Organization, International Criminal Police Organization, International Institute for Justice and the Rule of Law, International Maritime Organization, International Monetary Fund, International Organization for Migration, Inter-Parliamentary Union, League of Arab States, North Atlantic Treaty Organization, Office of the United Nations High Commissioner for Human Rights, Organization for the Prohibition of Chemical Weapons, Organization for Security and Cooperation in Europe, Parliamentary Assembly of the Mediterranean, Radicalization Awareness Network, South Asian Association for Regional Cooperation, United Nations Development Programme, United Nations Educational, Scientific and Cultural Organization, United Nations Entity for Gender Equality and the Empowerment of Women, World Bank, World Customs Organization and World Trade Organization.

regional workshop to promote the universalization of the Amendment to the Nuclear Material Convention, held in Panama City in November 2017 and in Tokyo in May 2018. UNODC expertise was also provided at a UNODC global workshop on the universalization of the International Convention and the Nuclear Material Convention and its Amendment, held in Vienna on 20 and 21 March 2018.

101. Furthermore, in 2018, at the request of the Organization of Islamic Cooperation (OIC), the Office assisted in drafting a protocol to the Convention of the Organization of the Islamic Conference on Combating International Terrorism concluded in 1999.

4. Other cooperation with Member States

102. UNODC worked to foster closer collaboration with national authorities of Member States in receipt of its assistance in order to ensure that technical assistance was being tailored to national and regional counter-terrorism priorities. To that end, UNODC engaged in close consultations with permanent missions of Member States to the United Nations and national counterparts.

103. The Office worked closely with national authorities in Indonesia, Iraq, Maldives, Mali, Mauritania, the Philippines and other countries in strengthening national and regional counter-terrorism strategies. Furthermore, UNODC contributed to technical assistance plans for Bangladesh, Burkina Faso, Malaysia and Mauritania, and continued to participate actively in the development and implementation of national and regional strategies within the framework of the Counter-Terrorism Implementation Task Force. With support from UNODC, Iraq drafted a national strategy on the dual use of chemical materials for terrorism purposes.

104. Throughout 2017, UNODC and CTED worked with authorities in Nigeria to develop approaches for the effective screening, prosecution, rehabilitation and reintegration of persons associated with Boko Haram, with a particular focus on criminal justice aspects. In December 2017, an action plan on criminal justice responses to terrorism with a focus on north-eastern Nigeria was endorsed by Nigerian authorities. In addition, work was initiated in coordination with the International Organization for Migration to develop standard operating procedures for proper screening of persons associated with Boko Haram detained in north-eastern Nigeria, in accordance with international standards.

105. Furthermore, the Office held round-table discussions in Dhaka in July with the Government of Bangladesh, with the participation of the Office of Counter-Terrorism, the United Nations Regional Coordinator and the United Nations Development Programme, to coordinate the delivery of technical assistance in countering terrorism on the ground. The meeting resulted in the development of a coherent framework for joint programme and assistance delivery across the United Nations.

106. The Office also enjoyed invaluable funding support from major donors. Since 2003, pledges and contributions have been made by the following Member States: Australia, Austria, Belgium, Canada, Colombia, Cyprus, Denmark, France, Germany, Greece, Hungary, Israel, Italy, Japan, Liechtenstein, Luxembourg, Mexico, Monaco, Netherlands, New Zealand, Norway, Romania, Saudi Arabia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Turkey, United Kingdom of Great Britain and Northern Ireland and United States of America. Pledges and contributions have also been made by the following entities: CTED, European Union, IMO, Indian Ocean Commission, International Organization of la Francophonie, INTERPOL, OSCE, the Counter-Terrorism Implementation Task Force/United Nations Counter-Terrorism Centre, the University of Sussex, Verification Research, Training and Information Centre and Folke Bernadotte Academy.

107. Several States also supported UNODC through the participation of their national experts in its technical assistance activities.

C. Monitoring technical assistance activities and assessing their impact

108. Ensuring the effectiveness, relevance, sustainability and impact of its technical assistance activities ranks among the Office's top priorities. A total of 92.5 per cent of national officials under the Global Programme on Strengthening the Legal Regime against Terrorism reported that the technical assistance they received had met their goals and was relevant to their needs and priorities.

109. UNODC continued to implement the recommendations emanating from the 2015 independent midterm in-depth evaluation of the Global Programme.

110. Furthermore, the Internal Audit Division of the Office of Internal Oversight Services conducted an audit of the management of the Global Programme covering the period from 1 January 2015 to 31 August 2017. The audit team undertook missions to Cairo and Vienna from September to December 2017. Its report contains 10 recommendations for UNODC, including recommendations to enhance the protection of sensitive information about activities on the ground, to establish mechanisms to record feedback from stakeholders, to consult available national voluntary reviews when designing new projects and to consolidate technical assistance requests. Progress in the implementation of the recommendations has already been made, with active measures already in place to improve in-house procedures for data collection to enhance the monitoring of feedback from stakeholders, donors and beneficiaries. Furthermore, the involvement of the Office's security team will assist in the development of new security-related arrangements for the preservation of sensitive information pertaining to technical assistance activities.

111. UNODC also finished implementing the key recommendations contained in the independent evaluation of the joint partnership project of Nigeria, the European Union, UNODC and CTED to assist Nigeria in strengthening its criminal justice responses to terrorism. According to the evaluation, the project responded to the needs identified by the Government of Nigeria, helped to sensitize key agencies to the need to coordinate and cooperate in terrorism-related cases and raised awareness of the necessity for organizational change among criminal justice agencies. The Office initiated an independent follow-up evaluation for the second phase of the project, which is to be finalized in 2018. It also issued several recommendations for further enhancing the effectiveness, quality and efficiency of its technical assistance to Nigeria related to counter-terrorism.

III. Priorities of the United Nations Office on Drugs and Crime in the field of preventing and combating terrorism

112. UNODC will continue to support Member States' efforts to strengthen their legal regimes and criminal justice systems against terrorism, in full compliance with the rule of law and human rights. The Office offers expertise on immediate terrorist threats such as returning and relocating terrorist fighters, the growing nexus between transnational organized crime and terrorism, children recruited and exploited by violent extremist and terrorist groups, the increasing use of modern information and communications technologies by terrorists, terrorists acting alone or in small cells, the proliferation of improvised explosive devices, terrorist attacks on critical infrastructure, and the criminal justice aspects of preventing violent extremism conducive to terrorism.

113. In particular, the Office will continue to promote the ratification and implementation of the international legal instruments against terrorism, assist Member States in reviewing their national legislation, build the capacity of criminal justice officials, and promote regional and international cooperation in criminal matters related to terrorism.

114. Promoting the ratification of the international conventions and protocols related to terrorism that have a low level of ratification or those that have not yet entered into force, including the Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation, the Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft and the Protocol to amend the Convention on Offences and Certain Other Acts Committed on Board Aircraft, will remain a priority.

115. UNODC will continue to implement long-term technical assistance programmes and projects tailored to the context of specific countries and regions, in close consultation with other United Nations entities, in particular the Office of Counter-Terrorism and CTED.

116. To respond to Member States' requests, UNODC will strengthen its capacity-building programmes to support the efforts of Governments to efficiently address immediate terrorist threats on topics such as returning and relocating foreign terrorist fighters, the growing nexus between transnational organized crime and terrorism, the use of improvised explosive devices by terrorist groups, terrorists acting alone or in small cells, the use of the Internet and social media for terrorist purposes and violent extremism conducive to terrorism.

117. Human rights will continue to be an integral element of all counter-terrorism project proposals. UNODC will also focus on mainstreaming gender dimensions into criminal justice responses to terrorism through the development of a technical assistance tool, jointly with OHCHR, that will address how criminalization, investigation, prosecution and detention in terrorism cases affect men and women differently, as well as the protection of women's rights in criminal justice responses to terrorism, among other aspects. In addition, UNODC mainstreams gender dimensions on a bilateral and subregional basis in its technical assistance workshops.

118. UNODC has been expanding its online directory of competent national authorities to include a database of competent authorities with a view to facilitating cooperation for the purposes of preventing, investigating and prosecuting terrorist acts and strengthening international cooperation against terrorism, especially with regard to cases involving foreign terrorist fighters. The launch of the new database supports the implementation of Security Council resolution 2322 (2016).

119. UNODC also intends to implement technical assistance programmes on the treatment of children recruited and exploited by violent extremist and terrorist groups, and on the management of violent extremist prisoners and preventing radicalization to violence in prisons.

120. The Office will also reinforce efforts to develop technical assistance tools. The online training platform and legislative database will be expanded to meet new technical and thematic requirements.

121. Implementation of recommendations emanating from the 2017 internal audit and the 2015 independent in-depth evaluation of the Global Programme on Strengthening the Legal Regime against Terrorism will be prioritized, in particular those on ensuring the impact and sustainability of its technical assistance, and further streamlining communication and coordination with relevant field offices.

122. The Office will continue to ensure cost efficiency and transparency with respect to donor Governments and relevant intergovernmental bodies, including by improving its results-based management approach and the quality of its concept notes and reports.

123. Finally, UNODC intends to further strengthen internal coordination among its services, as well as coordination with other entities of the United Nations system and international and regional organizations, in order to maximize the impact of technical support, avoid duplication and ensure synergies and internal coherence within the United Nations system.

IV. Recommendations

124. The prevention and prosecution of acts of terrorism and related crimes is increasingly important to Member States and is treated by many as a high priority. The quickly evolving and transnational nature of the threat posed by global terrorism requires a coordinated and regional response. One of the most important ways in which the United Nations supports Member States in their efforts to prevent and counter terrorism through the balanced implementation of the United Nations Global Counter-Terrorism Strategy is through the Office's deployment of experts with highly specific and up-to-date knowledge of criminal justice approaches to preventing and countering the various elements of acts of terrorism. Continued voluntary support is essential for those efforts.

125. The accession to and ratification and implementation of the 19 international legal instruments to prevent and combat terrorism is a vital first step that Member States can take towards addressing the threat posed by terrorism, and all Member States are encouraged to do so. Other important steps are the strengthening of legislative frameworks and criminal justice and law enforcement capacity, as well as the enhancement of international judicial cooperation through relevant safeguards and oversight mechanisms, building upon technical assistance provided by UNODC, in particular in the areas of interdiction, investigation and ensuring there is no safe haven for perpetrators of terrorist acts.

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Seventy-third session
Item 71 (a) of the preliminary list*
Rights of indigenous peoples: rights of indigenous peoples

Status of the United Nations Voluntary Fund for Indigenous Peoples

Report of the Secretary-General

Summary

The present report on the status of the United Nations Voluntary Fund for Indigenous Peoples is submitted in accordance with General Assembly resolution 40/131. It provides updated information on the activities and status of the Fund since the submission of the previous biennial report (A/71/228), including on the thirtieth and thirty-first annual sessions of the Board of Trustees, held in 2017 and 2018, respectively. It also provides information on the activities related to the expansion of the mandate of the Fund enabling the participation of indigenous peoples in sessions of human rights treaty bodies and of the Human Rights Council, including the universal periodic review mechanism, as well as the Expert Mechanism on the Rights of Indigenous Peoples.

* A/73/50.

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I. Mandate of the United Nations Voluntary Fund for Indigenous Peoples

1. The initial mandate of the United Nations Voluntary Fund for Indigenous Peoples, established pursuant to General Assembly resolution 40/131, was to assist representatives of indigenous communities and organizations to participate in the deliberations of the Working Group on Indigenous Populations by providing them with financial assistance, funded by means of voluntary contributions from Governments, non-governmental organizations (NGOs) and other private or public entities.

2. Over the past 33 years, the mandate of the Fund has been expanded seven times, giving the opportunity to indigenous communities and organizations to participate in the deliberations and decision-making of other relevant United Nations human rights mechanisms and to contribute to important developments on indigenous issues that take place at the international level.

3. This notably included supporting the participation of representatives of indigenous communities and organizations in the deliberations as of 1995 of the open-ended intersessional working group of the Commission on Human Rights to elaborate a draft declaration on the rights of indigenous peoples (General Assembly resolution 50/156); the open-ended intersessional ad hoc working group to elaborate and consider proposals for the possible establishment of a permanent forum for indigenous people in the United Nations system (Commission on Human Rights resolution 1998/20, endorsed by the Economic and Social Council in its decision 1998/247); the sessions of the Permanent Forum on Indigenous Issues (Assembly resolution 56/140); the Expert Mechanism on the Rights of Indigenous Peoples (Assembly resolution 63/161); the human rights treaty bodies (Assembly resolution 65/198); the World Conference on Indigenous Peoples, in 2014, and the preparatory process for the Conference (Assembly resolution 66/296); and the consultation process on the procedural and institutional steps to enable the participation of indigenous peoples' representatives and institutions in meetings of relevant United Nations bodies on issues affecting them (Assembly resolution 70/232).

4. The General Assembly, in its resolution 68/149, changed the name of the Fund from "United Nations Voluntary Fund for Indigenous Populations" to "United Nations Voluntary Fund for Indigenous Peoples". This symbolic but highly significant move better reflects the status and rights of those who benefit from the work of the Fund.

II. Administration of the Fund and composition of the Board of Trustees

5. Pursuant to General Assembly resolution 40/131, the Fund is administered by the Secretary-General, in accordance with the relevant financial rules and regulations of the United Nations on general trust funds for humanitarian assistance, and with the advice of a board of trustees. The recommendations of the Board are approved by the United Nations High Commissioner for Human Rights on behalf of the Secretary-General. The Office of the United Nations High Commissioner for Human Rights (OHCHR) acts as the secretariat of the Fund and the Board.

6. The Board is composed of five persons with relevant experience on issues affecting indigenous peoples, who serve in their personal capacities as United Nations experts. The Board members are appointed by the Secretary-General for three-year renewable terms.

7. The current Board members appointed by the Secretary-General for a second term during the period from 1 January 2017 to 31 December 2019 are Claire Charters (New Zealand), Myrna Cunningham (Nicaragua), Binota Dhamai (Bangladesh) and Anne Nuorgam (Finland). As at 1 January 2018, Diel Mochire (Democratic Republic of the Congo) was newly appointed for a first three-year term.

III. Grant cycle

A. Meetings of the Board

8. The Board has adapted its working methods in order to respond to the new challenges arising from the expansion of the mandate of the Fund to the sessions of treaty bodies and the Human Rights Council. To this end, in addition to its annual sessions, the Board has established a system of intersessional meetings organized by email to decide on the allocation of grants to indigenous peoples' organizations and communities that wish to participate in sessions of the Council, including the universal periodic review mechanism, and the human rights treaty bodies. Intersessional meetings are usually held in May, August and November of each calendar year.

B. Admissibility and selection of beneficiaries

9. The criteria for the selection of beneficiaries have been established by the General Assembly, as well as by the Secretary-General upon the recommendation of the Board. These also include additional criteria for the selection of beneficiaries attending the sessions of the Human Rights Council, including the universal periodic review mechanism, and the human rights treaty bodies, taking into account the specific accreditation and attendance rules that apply to the work of those United Nations bodies and mechanisms.

10. During the selection process, the members of the Board seek to ensure geographical, gender and age balance and pay special attention to indigenous persons with disabilities. At the sessions of the Permanent Forum and the Expert Mechanism, priority is also given to underrepresented regions. Decisions are taken on the basis of the level of available contributions. Where possible, the Board recommends at least one indigenous representative with a disability.

11. The secretariat reviews the recommendations of the Board for consistency with relevant United Nations administrative and financial rules and regulations. The High Commissioner approves, on behalf of the Secretary-General, the recommendations made at the annual session of the Board.

12. Approved participation grants include a round-trip air ticket in economy class from the beneficiary's home town to Geneva or New York and a daily subsistence allowance for the days of the session, which is paid upon arrival in Geneva or New York.

13. As at 1 January 2018, indigenous persons who are interested in receiving assistance from the Fund also have the possibility to apply online. The online application system has been developed based on a system that is already being used by the two humanitarian funds managed by OHCHR.

C. Monitoring and evaluation of grants

14. The attendance and contributions of the beneficiaries of the Fund are closely monitored. The secretariat of the Fund provides guidance and support to beneficiaries and maintains a daily attendance sheet of the grantees. As part of their reporting obligations, beneficiaries are requested to provide copies of their statements and complete questionnaires on their participation and follow-up activities upon return to their respective home countries.

15. At its annual session, the Board reviews the status of all participation grants allocated in previous years, as well as the reports containing the secretariat's analysis of the questionnaires submitted by the beneficiaries on their participation and follow-up activities. The Board does not consider applications from indigenous peoples' representatives and their nominating organizations that have been beneficiaries of the Fund and failed to submit their evaluation questionnaires within the previous three years.

16. The Board and the secretariat of the Fund each send a representative to the annual sessions of the Permanent Forum and the Expert Mechanism to meet and provide support to all beneficiaries present, including by contributing to their training, and to assess the impact of their participation on the deliberations at the sessions.

IV. Thirtieth and thirty-first annual sessions of the Board

17. The Board held its thirtieth and thirty-first annual sessions from 23 to 27 January 2017 and from 29 January to 2 February 2018, respectively.

18. At those sessions, the Board reviewed the implementation of the recommendations adopted at its previous sessions and examined information prepared by the secretariat, in particular relating to previous allocations of grants, policy issues, capacity-building of indigenous peoples, fundraising efforts and the financial situation of the Fund, including contributions received or pledges made. It decided to allocate grants to indigenous representatives wishing to participate in sessions of the Permanent Forum, as well as the interactive hearings on the margins of its seventeenth session; the Expert Mechanism; the Human Rights Council and its universal periodic review mechanism; and the country reviews by human rights treaty bodies.

19. In addition, the Board met representatives of Member States during two donor meetings that were organized during the thirtieth and thirty-first annual sessions. Board members expressed their gratitude to the donor States for their generous contributions to the Fund (see para. 42), highlighting the impact that the Fund had on beneficiaries and their communities, and appealed for increasing support from Governments and other donors.

20. The recommendations made by the Board during the two annual sessions, as well as during the intersessional virtual meetings, were approved on 23 February 2017 and on 16 February 2018 by the High Commissioner on behalf of the Secretary-General.

A. Recommendations for grants at the thirtieth session of the Board

21. During its thirtieth annual session, in 2017, the Board considered more than 460 admissible applications. Having examined the applications in the light of the selection criteria, the Board recommended the following for approval by the Secretary-General: 24 grants for representatives of indigenous communities and organizations to attend the sixteenth session of the Permanent Forum; 20 grants for attendance at the tenth

session of the Expert Mechanism; and 8 grants for attendance at the thirty-fifth session of the Human Rights Council, the twenty-seventh session of the Working Group on the Universal Periodic Review, the sixty-first session of the Committee on Economic, Social and Cultural Rights and the sixtieth session of the Committee against Torture.

22. Furthermore, the Board set aside a budget to enable the attendance of representatives of indigenous communities and organizations at the sessions of the Human Rights Council, the Working Group on the Universal Periodic Review and the treaty bodies scheduled from June 2017 to March 2018. Three intersessional meetings were held in April, August and November 2017, during which the Board decided to allocate 30 grants as follows: 2 grants for the eighth session of the Committee on the Rights of Persons with Disabilities; 3 grants for the twenty-seventh session of the Working Group on the Universal Periodic Review; 4 grants for the thirty-sixth session of the Human Rights Council; 2 grants for the sixty-second session of the Committee against Torture; 2 grants for the sixty-second session of the Committee on Economic, Social and Cultural Rights; 5 grants for the sixty-sixth, sixty-seventh, sixty-eighth and seventieth sessions of the Committee on the Elimination of Discrimination against Women; 1 grant for the seventy-sixth session of the Committee on the Rights of the Child; 9 grants for the ninety-second, ninety-third and ninety-fourth sessions of the Committee on the Elimination of Racial Discrimination; and 2 grants for the 119th and 121st sessions of the Human Rights Committee.

23. Lastly, the Board also allocated 15 grants to enable the attendance of representatives of indigenous communities and organizations at the General Assembly consultation process, aiming to enhance the participation of indigenous peoples' representatives in United Nations meetings on issues affecting them.

B. Recommendations for grants at the thirty-first session of the Board

24. During its thirty-first annual session, in 2018, the Board considered more than 274 admissible applications. A total of 37 grants were allocated to support the participation of representatives of indigenous peoples' organizations and communities at the seventeenth session of the Permanent Forum; 30 grants for attendance at the eleventh session of the Expert Mechanism; and 7 grants for attendance at the thirtieth session of the Working Group on the Universal Periodic Review, the ninety-fifth session of the Committee on the Elimination of Racial Discrimination and the sixty-first session of the Committee on Economic, Social and Cultural Rights.

25. Pursuant to General Assembly resolution 71/321, which is aimed at enhancing the participation of indigenous peoples' representatives and institutions in meetings of relevant United Nations bodies on issues affecting them, the Board further allocated 14 grants for representatives of indigenous communities and organizations to attend the interactive hearings on the margins of the seventeenth session of the Permanent Forum.

26. In view of the ever-growing demand for participation in meetings of the United Nations human rights mechanisms, and considering the positive impact that such participation has on references made to indigenous peoples' rights in international jurisprudence, the Board recommended setting aside a budget to allocate 33 grants to cover sessions of the Human Rights Council, the Working Group on the Universal Periodic Review and the treaty bodies being held from July 2018 to March 2019. During the intersessional meeting in March, the Board decided to allocate 13 grants as follows: 4 grants for the thirtieth session of the Working Group on the Universal Periodic Review; 6 grants for the sixty-third session of the Committee on Economic, Social and Cultural Rights; and 3 grants for the ninety-fifth session of the Committee on the Elimination of Racial Discrimination.

V. Recommendation adopted by the Board

A. Travel arrangements

27. The Board asked the secretariat to look into the issue of travel insurance for grantees, as this was not currently provided.

28. The Board suggested finding solutions with the United Nations travel agency in Geneva regarding the current lack of agreement with the airlines operating between Greenland and Denmark. That way, grantees would not have to purchase flight tickets out of pocket before being reimbursed, which constituted a significant financial burden for grantees from Greenland.

29. The Board reiterated that, while its members would continue to voluntarily forego using their entitlement to fly in business class in favour of premium economy class, members were allowed to opt for a flight of equivalent value in any class other than premium economy, up to the value of the most economical and direct premium economy flight provided pursuant to the United Nations travel rules. In addition, the Board stressed that the purchase by members of and reimbursements for flights of up to the value of the least expensive/most direct flight with prior authorization should be facilitated.

B. Fundraising activities

30. During its thirty-first annual meeting, as in previous years, the Board met a representative of the Donor and External Relations Section at OHCHR. It requested more details on the due diligence process that would need to be followed if the Fund were to take donations from business corporations. Consequently, the Board decided to send letters of appeal to donors and potential donors and asked the secretariat of the Fund to draft a letter addressing specifically two new categories of donors: private individuals who were seen as potential donors owing to their previous public involvement in causes related to indigenous peoples, and business corporations.

31. The Board recommended that the secretariat collect more individual stories showcasing the impact of the Fund, both at influencing the outcomes of the work of United Nations human rights mechanisms and at building the capacity of indigenous leaders and human rights defenders. In addition, it recommended that the secretariat present more detailed data on the activities of the Fund, including the exact number of grants assigned and beneficiaries supported since it was created, and infographics to easily share the data with donors and potential donors.

32. With the objective of broadening the Fund's donor base, a small amount of funding had been included in the cost plan for 2018 for Board members' travel for fundraising purposes. The Board also agreed to include former grantees in bilateral meetings with potential donors in order to provide first-hand testimony of the Fund's work and impact.

C. Capacity-building and training

33. The Board has repeatedly stressed the role of the Fund not only as a source of participation grants, but also as a mechanism to build the expertise of indigenous beneficiaries, thus making them truly effective participants in United Nations human rights mechanisms. In that regard, the Board members continued to emphasize the need to increase efforts to build the capacity of indigenous representatives by offering orientation, guidance and training for the beneficiaries of the Fund.

34. The Board noted that it would like to continue its efforts to build the capacity of the grantees of the Fund through partnerships with specialized organizations and institutions. The Board members and the Fund's secretariat (OHCHR) would continue to take the lead on the substantive aspects of the training during sessions of the Expert Mechanism and the Permanent Forum.

35. During its two annual sessions, the Board welcomed the cooperation established on an ad hoc basis with non-governmental human rights-based organizations in Geneva (in particular, UPR Info; the International Movement against All Forms of Discrimination and Racism; Franciscans International; the Indigenous Peoples' Centre for Documentation, Research and Information; and the Conference of NGOs in Consultative Relationship with the United Nations). The Board commended them on the support that they provided to the grantees of the Fund in targeting their advocacy, making constructive and tailored interventions and helping to contribute to the implementation of the recommendations made by United Nations human rights mechanisms on country situations.

36. The Board recognized the benefit of online learning tools to increase the capacity of beneficiaries. As the biggest gap in engagements was noticed in the engagement of potential beneficiaries with the Expert Mechanism and the Permanent Forum, the Board agreed to consider developing online e-tools for those platforms. For this, the Board recommended that inspiration be sought in the existing tools within OHCHR and other stakeholders.

D. Information sharing and collaboration with other human rights mechanisms

37. During its two annual sessions, the Board recommended that either the Chair or another member of the Board continue to represent the Board at sessions of the Permanent Forum and the Expert Mechanism, attend the sessions of the Human Rights Council at which indigenous peoples' issues were considered and give an update on the implementation of the mandate of the Fund.

38. The Board welcomed the constant collaborative efforts made by the Special Rapporteur on the rights of indigenous peoples, the Permanent Forum and the Expert Mechanism to appeal to States and other interested parties to contribute financially to support the work of the Fund, as well as to help to disseminate information on the activities of the Fund to their respective indigenous networks.

39. It also stressed the importance of the practice, established by the Special Rapporteur on the rights of indigenous peoples, of holding meetings with the beneficiaries of the Fund in parallel to the sessions of the Expert Mechanism and the Permanent Forum.

E. Other decisions or suggestions

40. The Board further recommended holding its annual session in early December instead of January, in order to initiate the process of selecting grantees and arranging related logistics at an earlier stage. It was felt that that would reduce the pressure within the current time frame. The thirty-second annual session will thus be held from 3 to 7 December 2018.

VI. Financial status of the Fund and contributions received

41. The Fund is funded by means of voluntary contributions from Governments, NGOs and other private or public entities. The Board can allocate participation grants on the basis of the contributions paid and duly registered by the United Nations Treasurer, as well as any balance remaining from previous years, as established by the United Nations Office at Geneva.

42. The table below indicates the contributions received from States for the period from January 2016 to June 2018. The total amount is $1,120,933.72, which represents a decrease from the previous reporting period (from January 2014 to June 2016, the total amount of contributions received was $1,364,179).

Contributions received from States (1 January 2016–1 June 2018)

(United States dollars)

Contributor	*Amount*	*Year of receipt*
Argentina	10 000	2016
	5 000	2018
Australia	115 271	2016
	114 665.36	2017
Chile	5 000	2016
	7 500	2017
Denmark	81 077[a]	2018
Estonia	21 231	2016
	23 696.68	2017
Finland	55 310	2016
	56 882.82	2017
	60 386	2018
Germany	55 991.04	2017
Mexico	15 946	2016
Norway	166 722	2016
	264 800.62	2017
Peru	3 973	2016
	4 006.07	2017
Spain	16 722	2016
	22 753.13	2017
Turkey	10 000	2017
Holy See	2 000	2016
	2 000	2018
Total	**1 120 933.72**	

[a] Pledge announced to OHCHR on 11 April 2018 (commitment letter outstanding).

43. Governments, NGOs and other private or public entities are encouraged to contribute to the Fund. Information on how to contribute can be obtained from the secretariat at: United Nations Voluntary Fund for Indigenous Peoples, Office of the United Nations High Commissioner for Human Rights, Palais des Nations, CH-1211 Geneva 10, Switzerland, or by email: indigenousfunds@ohchr.org.

VII. Conclusions and recommendations

44. The year 2016 marked the beginning of the fourth decade of work of the Fund. By continuing to support the participation of indigenous representatives in major decision-making processes within the United Nations, the Fund indirectly contributes to the development of international human rights standards and jurisprudence for the protection and promotion of indigenous peoples' rights.

45. Since 1985, the Fund has supported the participation and given a voice to more than 2,000 indigenous representatives from all regions and communities of the United Nations. This active participation at the United Nations in key decision-making processes by indigenous rights holders has had an acknowledged positive impact for the recognition of their human rights, including through diverse landmark decisions, such as the establishment of the Permanent Forum (2000), the adoption of the United Nations Declaration on the Rights of Indigenous Peoples (2007), the creation of the Expert Mechanism (2007) and the holding of the World Conference on Indigenous Peoples (2014). Therefore, the Fund is considered a global enabler for the protection of indigenous rights worldwide.

46. The number of requests from indigenous peoples to participate in the sessions of the Permanent Forum, the Expert Mechanism and the Human Rights Council and its universal periodic review mechanism, as well as the human rights treaty bodies, has significantly increased over the past decade. However, the funding base of the Fund has not yet increased proportionally.

47. Without robust, predictable and sustainable contributions to the Fund, the Board will face difficulties carrying out its mandate and responding to the ever-growing demands. After assessing the current financial needs of the Fund, the Board has concluded that, for the Fund to operate satisfactorily, it needs a minimum of $1 million in contributions in 2018. Even that amount would only partially cover the requests for funding that it currently receives.

48. To be able to expand its support to indigenous peoples, it would be imperative that the Fund receive more funds from Governments and other donors.

49. The Board has continued to closely coordinate its work with other United Nations mechanisms promoting the rights of indigenous peoples, especially with the Permanent Forum, the Expert Mechanism and the Special Rapporteur on the rights of indigenous peoples. It aims to reinforce its cooperation with these United Nations mechanisms to consolidate the United Nations architecture in this area and ensure a coherent and strengthened approach to enhancing the rights of indigenous peoples worldwide.

50. In the light of the above, all States and other potential donors are strongly encouraged to consider contributing to the work of the Fund so that it can continue to ensure strong support for the participation of indigenous peoples in international processes and decisions that have a direct impact on their lives.

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Item 74 (b) of the preliminary list*
Promotion and protection of human rights: human rights questions, including alternative approaches for improving the effective enjoyment of human rights and fundamental freedoms

Right to development

Note by the Secretariat

1. In its resolution 72/167, the General Assembly requested the Secretary-General to submit a report to the Assembly at its seventy-third session and an interim report to the Human Rights Council on the implementation of the resolution, including efforts undertaken at the national, regional and international levels in the promotion and realization of the right to development.

2. The Human Rights Council, in its resolution 36/9, requested the United Nations High Commissioner for Human Rights to continue to submit to the Council an annual report on the activities of the Office of the United Nations High Commissioner for Human Rights, including on inter-agency coordination within the United Nations system that had direct relevance to the realization of the right to development, and to provide an analysis of its implementation, taking into account existing challenges and making recommendations on how to overcome them, in his next annual report.

3. In accordance with the practice established because of the timing of the reporting cycle, each year the Secretary-General and the High Commissioner submit a consolidated report on the right to development to both the General Assembly and the Human Rights Council. The report of the Secretary-General on the right to development is contained in document A/HRC/39/18.

* A/73/50.

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Seventy-third session
Item 30 of the preliminary list*
Advancement of women

Contemporary forms of slavery, including its causes and consequences

Note by the Secretary-General

The Secretary-General has the honour to transmit to the General Assembly the report of the Special Rapporteur on contemporary forms of slavery, including its causes and consequences, Urmila Bhoola, in accordance with Human Rights Council resolution 33/1.

* A/73/50.

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Report of the Special Rapporteur on contemporary forms of slavery, including its causes and consequences

Summary

In the present report, the Special Rapporteur on contemporary forms of slavery, including its causes and consequences, discusses the gender-related dimensions of contemporary forms of slavery, with a particular focus on structural discrimination against women and girls as both a cause and a consequence of various manifestations of slavery (including institutions and practices similar to slavery) around the world.

The Special Rapporteur begins by outlining the provisions in international law and policies that contain guarantees of gender equality and non-discrimination in relation to the prevention and eradication of contemporary forms of slavery. The gendered causes of the phenomena are discussed and the forms of discrimination against women and girls that create and perpetuate manifestations of slavery, including forced labour, bonded labour and domestic servitude, are highlighted. The specific gendered impact of slavery that occurs in a number of economic sectors, namely, agriculture, garment work, electronics manufacturing, accommodation and food services, and domestic and care work, are then outlined. The Special Rapporteur concludes by presenting recommendations to Member States and other stakeholders, including businesses, for eradicating contemporary forms of slavery.

I. Introduction

1. The mandate of the Special Rapporteur on contemporary forms of slavery, including its causes and consequences, was established by the Human Rights Council in its resolution 6/14 of 28 September 2007 and subsequently extended by the Council in its resolutions 15/2 of 29 September 2010 and 24/3 of 26 September 2013. The current mandate holder, Urmila Bhoola, presented her first report to the General Assembly in 2017 (A/72/139), following the renewal of her mandate in September 2016 at the thirty-third session of the Human Rights Council. In that report, the Special Rapporteur discussed the Sustainable Development Goals and slavery eradication efforts, addressing, inter alia, how the continued prevalence of contemporary forms of slavery can in many ways be seen as a symptom of the weaknesses in the efforts to achieve sustainable development, and explored the systemic socioeconomic trends that have contributed to that continued widespread prevalence.

2. In the present report, the Special Rapporteur provides a study of the gender dimension of contemporary forms of slavery and its causes and consequences, with a particular focus on structural discrimination against women and girls as both a cause and a consequence of various manifestations of slavery (including institutions and practices similar to slavery) around the world.

3. The Special Rapporteur begins by outlining the provisions in international law and policies that contain guarantees of gender equality and non-discrimination in relation to the prevention and eradication of contemporary forms of slavery. The gendered causes of the phenomena are discussed and the forms of discrimination against women and girls that create and perpetuate manifestations of slavery, including forced labour, bonded labour and domestic servitude, are highlighted. The specific gendered impact of slavery that occurs in a number of economic sectors, namely, agriculture, garment work, electronics manufacturing, accommodation and food services, and domestic and care work, are then outlined. The Special Rapporteur concludes by presenting recommendations to Member States and other stakeholders, including businesses, for eradicating contemporary forms of slavery.

4. In line with Human Rights Council resolution 33/1 and in order to inform her report, the Special Rapporteur convened an expert consultation on the gender dimensions of contemporary forms of slavery in the format of a round table. The event took place at the premises of the Office of the United Nations High Commissioner for Human Rights in Geneva, Switzerland, in April 2018. The Special Rapporteur is sincerely thankful to the participants for the very enriching discussions held and briefing papers submitted during the event, which have contributed to her understanding of the phenomenon and are to a great extent reflected in the present report.

5. In addition, a public call for submissions to inform the report was placed on the website of the mandate holder and a questionnaire circulated to all of the permanent missions in Geneva and to specialized agencies, intergovernmental organizations and civil society. A number of submissions were received from States, intergovernmental organizations and civil society and were taken into account in the drafting of the present report. The Special Rapporteur expresses her gratitude to all who provided information and made submissions during this process.

6. The present report is focused on the causes and impacts of contemporary forms of slavery, with a view to contributing to the development and implementation of a gender-responsive and women's human rights-based approach to preventing and eradicating contemporary forms of slavery. This is critical not only to ensuring the universal realization of human rights, but also to facilitating the achievement of many

of the Sustainable Development Goals and targets, including those related to gender equality and women's empowerment under Goal 5, as well as Goal 8, on decent work and inclusive economic growth, and target 8.7, on the eradication of forced labour and contemporary forms of slavery (see A/72/139).

II. Gender-based inequalities, violations of women's human rights and contemporary forms of slavery

7. Contemporary forms of slavery are fuelled by intersecting forms of oppression and inequalities. They often result from intersecting factors, such as race, ethnicity, caste, social and economic status, age, disability, nationality, sexual orientation, gender identity and migration status. Gender, as the socially constructed differences between people that are "attributed throughout the life cycle, learned, not innate, changeable for any given society over time and manifested with wide variations both within and between cultures", influences the opportunities and resources accessible to people in all societies.[1] That is to say that people experience violations of their human rights in different ways as a result of gender-based discrimination. From a binary perspective, gender has historically resulted in a hierarchical distribution of power and rights that favours men and disadvantages women, with important consequences for the comprehension of contemporary forms of slavery and the measures to prevent and eradicate the phenomena.[2]

8. Different forms of contemporary slavery are gendered in nature.[3] In the recent *Global Estimates of Modern Slavery* study, it was found that at any given time in 2016, an estimated 40.3 million people were in contemporary forms of slavery, including 24.9 million in forced labour.[4] It is widely agreed that these statistics underestimate the scale of the phenomena, which vary greatly between economic sectors and geographical regions. Women and girls are disproportionately subjected to forced labour, accounting for 57.6 per cent of victims.[5] Overall, women and girls made up 71.1 per cent of the people whose human rights were violated through contemporary forms of slavery in 2016.[6] In addition to the large numbers of girls and women affected by contemporary forms of slavery, it is estimated that over 11 million men and boys were victims in 2016, many of whom were engaged in State-imposed forced labour in construction or in the military.[7]

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[1] *Women's Rights Are Human Rights* (United Nations publication, Sales No. E.14.XIV.5), pp. 35–36.

[2] Ibid. See also Committee on the Elimination of Discrimination against Women, general recommendation No. 28 (2010) on the core obligations of States parties under article 2 of the Convention on the Elimination of All Forms of Discrimination against Women, para. 5.

[3] Chloé Bailey, "Her freedom, her voice: insights from the Freedom Fund's work with women and girls", 2017.

[4] International Labour Organization (ILO) and Walk Free Foundation, *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage* (Geneva, 2017).

[5] While in *Global Estimates of Modern Slavery* it was also found that women and girls comprise 84.2 per cent of the victims subjected to forced marriage and 99.4 per cent of the victims subjected to "forced sexual exploitation", the present report is focused only on situations of contemporary forms of slavery in specific economic sectors.

[6] ILO and Walk Free Foundation, *Global Estimates of Modern Slavery*.

[7] Ibid. The analysis provided in the present report excludes a prevalence assessment of contemporary forms of slavery affecting transgender women, lesbians, bisexual women and intersex persons owing to the lack of availability of data in this regard. The Special Rapporteur notes, however, that the human rights violations affecting these distinct groups, particularly transgender women, might subject them to a significantly higher risk of exploitation under slavery and slavery-like conditions.

9. Research from around the world has consistently demonstrated strong linkages between women's poverty and their concentration in sectors characterized by the absence of labour rights and decent work, such as in the care economy and in accommodation and food services, where women workers are subjected to forced labour in jobs at the bottom of the global value chain.[8] At the same time, men and boys have been shown to be particularly vulnerable to contemporary forms of slavery in specific economic sectors such as construction, manufacturing and fishing.[9] The means of coercion used to enforce forms of slavery in both the recruitment and employment phases are also gendered, women and girls are more likely to be subjected to sexual violence and threats of sexual violence, to have travel documents withheld and to be forced to pay financial penalties, whereas men and boys are frequently victims of other forms of physical violence, including threats of violence against themselves and family members, confiscation of wages, confinement to living quarters or the workplace and deprivation of food or sleep.[10]

10. Prior studies undertaken by the Special Rapporteur have drawn attention to the specific ways in which the human rights of women and girls are violated through their subjection to contemporary forms of slavery (see A/HRC/27/53, A/HRC/33/46 and A/72/139). Gender-based inequalities and discrimination against women increase their risk of being subjected to slavery and institutions and practices similar to slavery. Factors that heighten these risks include, but are not limited to, poverty, the absence of social protection systems and the rule of law, discrimination in access to education and information, the low economic value ascribed to women's labour, particularly in the "reproductive" sphere of the family, land grabbing, displacement, lack of access to decent work opportunities, informal sector work, gender-based violence, laws and practices that discriminate against girls and women, precarious labour migration, barriers to accessing legal and justice systems, prevailing contexts of impunity and insecurity, lack of freedom of assembly and limited protection for unions (ibid.).

11. While the collection of reliable data on the prevalence and impact of the gendered dimensions of various contemporary forms of slavery is crucial to informing policies and programmes, it is important that this information be used to challenge rather than to reinforce prevailing stereotypes about women and girls as a homogeneous, innately "vulnerable" group.[11] There are many women-led anti-slavery movements active worldwide, such as those founded by women who were formerly in situations of slavery and organizations campaigning for better protection of the rights of domestic, agricultural and migrant workers.[12] Women and girls must be provided with opportunities to fully participate in decision-making related to the development, implementation and monitoring of human rights-based laws, policies

[8] See E/CN.6/2017/3, para. 3. See also United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), *Progress of the World's Women 2015–2016: Transforming Economies, Realizing Rights* (New York, 2015).

[9] Katharine Bryant, "Global estimates of modern slavery: we need to talk about gender", 30 October 2017, available from www.plan-uk.org.

[10] See ILO and Walk Free Foundation, *Global Estimates of Modern Slavery*, p. 10.

[11] See Sam Okyere and Prabha Kotiswaran, eds., *Gender*, vol. 8, Beyond Trafficking and Slavery Short Course Series (Open Democracy, 2015), p. 12; Simon Steyne, "Initial note for the round table on the gender dimensions of contemporary slavery", note prepared for the Fundamental Principles and Rights at Work Branch, ILO, 11 and 12 April 2018; and Committee on the Elimination of Discrimination against Women, general recommendation No. 37 (2018) on the gender-related dimensions of disaster risk reduction in the context of climate change, para. 7.

[12] Sarah Mathewson, "Mauritanian women against slavery", *Reporter* (Summer 2016), pp. 10–14; La Via Campesina, "Morocco: women agricultural workers are organizing to resist slavery", 31 January 2018; Marie-José Tayah, "Organizing domestic workers through research: the story of a participatory action research with women migrant domestic workers, NGOs and union members in Lebanon", April 2014; and Chloé Bailey, "Her freedom, her voice".

and programmes aimed at the prevention and eradication of contemporary forms of slavery for those measures to be effective.

A. Relevant legal and policy frameworks on women's rights and contemporary forms of slavery

12. The United Nations treaty bodies have provided an authoritative interpretation of international law through the adoption of general comments, including to advance the understanding of gendered inequalities and the steps that must be taken to identify and remedy them within the context of international human rights obligations. In its general comment No. 20 (2009) on non-discrimination in economic, social and cultural rights, the Committee on Economic, Social and Cultural Rights noted that "the social construction of gender stereotypes, prejudices and expected roles ... have created obstacles to the equal fulfilment of economic, social and cultural rights".[13] The Human Rights Committee has stated that the non-discrimination guarantees established in articles 2 and 3 of the International Covenant on Civil and Political Rights require States parties to remove barriers to the equal enjoyment of each of the rights contained in the Covenant and to take all steps necessary to end sex discrimination in the public and private sectors.[14] The Committee on the Elimination of Discrimination against Women has also clearly articulated the obligations of States parties to eliminate direct and indirect discrimination against women and girls in all areas of life.[15]

13. The Slavery Convention (1926) and the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (1956) define slavery and institutions and practices similar to slavery. Their manifestations today as contemporary forms of slavery include, but are not limited to, traditional (or chattel) slavery, debt bondage, serfdom, sale of children for purposes of exploitation, domestic servitude and servile forms of marriage.[16] Even though international law no longer recognizes a legal right to ownership of persons, these practices constitute slavery when extreme forms of labour exploitation occur in the context of the exercise of powers tantamount to ownership over human beings, reducing them to commodities.

14. Other international instruments, including the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (2000), and the International Labour Organization (ILO) Worst Forms of Child Labour Convention, 1999 (No. 182), are relevant to particular contexts of contemporary forms of slavery.[17] Forced labour is regulated under the ILO Forced Labour Convention, 1930 (No. 29), and the Protocol of 2014 thereto, as well as the ILO Abolition of Forced Labour Convention, 1957 (No. 105). Forced labour is often referred to as a contemporary form of slavery, but whether it is in fact slavery depends on the circumstances and, in

[13] Committee on Economic, Social and Cultural Rights, general comment No. 20 (2009) on non-discrimination in economic, social and cultural rights, para. 20.

[14] Human Rights Committee, general comment No. 28 (2000) on the equality of rights between men and women, paras. 3–5.

[15] Committee on the Elimination of Discrimination against Women, general recommendation No. 28 (2010), para. 5.

[16] See Human Rights Council resolution 33/1 and www.ohchr.org/EN/Issues/Slavery/SRSlavery/Pages/SRSlaveryIndex.aspx.

[17] Several of the fundamental ILO conventions also deal with sex discrimination in employment without specifically referring to situations of slavery, including the Equal Remuneration Convention, 1951 (No. 100), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

particular, on the nature of control and form of power exercised over an employee. The ILO Domestic Workers Convention, 2011 (No. 189), calls for the extension of fundamental labour rights to domestic workers, including freedom of association, collective bargaining, labour inspection systems and access to justice, thereby addressing a number of the risk factors that can give rise to slavery and institutions and practices similar to slavery in the domestic and care work sector.[18] The proposed ILO standard on the elimination of violence and harassment in the world of work, discussed at the 107th session of the International Labour Conference, held in 2018, if adopted, would also contribute to closing some of the policy gaps that exist in addressing workplace violence and harassment as both a cause and a consequence of contemporary forms of slavery.

15. Other international human rights conventions that prohibit slavery and institutions and practices similar to slavery and provide for the right to freely choose work, as well as gender equality, include the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights and the Convention on the Elimination of All Forms of Discrimination Against Women. In addition, the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, the Convention on the Rights of the Child and the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography provide specific protection for the rights of migrant workers and children as vulnerable groups. These instruments contain guarantees of substantive equality and non-discrimination on the grounds of sex, gender and other identity attributes, such as age, disability, socioeconomic status, ethnicity and religion, which must be read as obligations to prevent and eliminate the contemporary forms of slavery that they cover.[19] Thus, while many of the first international treaties on the prohibition of slavery do not explicitly mention the gender dimensions of the various practices that they aim to prevent and eradicate, they should be interpreted in the light of more recent instruments that insist upon substantive gender equality, non-discrimination and participation as fundamental and cross-cutting principles of international human rights law.[20]

16. There are several international policy frameworks on women's human rights, development, labour standards and migration that are also particularly relevant to identifying and redressing gender inequalities as causes and consequences of contemporary forms of slavery. The Beijing Declaration and Platform for Action and subsequent follow-up documents address the linkages between violations of women's human rights and practices including forced labour and forced marriage, as well as the measures that must be taken by States and other obligation holders to prevent and eradicate them.[21] As the Special Rapporteur noted in her report to the General Assembly at its seventy-second session, the inclusion of target 8.7, on the eradication of slavery, in the 2030 Agenda for Sustainable Development, along with a number of interrelated goals and targets that address the causes of slavery and promote access to justice, such as those on gender equality, education, decent work and economic growth and peace, offers a policy framework to guide action and resources towards the prevention and eradication of contemporary forms of slavery (see A/72/139, para. 10). In this field, Alliance 8.7, a partnership committed to achieving target 8.7

[18] ILO, "Implementation of international labour standards for domestic workers", What Works: Research Brief, No. 9 (2017).

[19] See, for example, Human Rights Committee, general comment No. 28 (2000), para. 12: "Having regard to their obligations under article 8, States Parties ... must also provide information on measures taken to protect women and children, including foreign women and children, from slavery, disguised, inter alia, as domestic or other kinds of personal service".

[20] See Okyere and Kotiswaran, eds., *Gender*, p. 12.

[21] See, in particular, http://beijing20.unwomen.org/en/about.

of the Sustainable Development Goals, has been created.[22] While most existing initiatives have not directly linked efforts to achieve gender equality with the prevention and eradication of contemporary forms of slavery, Alliance 8.7 and other multi-stakeholder platforms have the potential to ensure that a gender and women's human rights approach is consistently integrated into initiatives to address contemporary forms of slavery.

B. Gendered causes of contemporary forms of slavery

17. The Special Rapporteur has previously drawn attention to the fact that specific forms of slavery and institutions and practices similar to slavery, including domestic servitude, occur as a result of the lack of protection and enforcement of human rights and labour standards in highly feminized sectors of the global economy.[23] The causes of contemporary forms of slavery are complex, however, as inequalities based on sex and gender overlap and intersect with the many other forms of oppression and discrimination that underlie contemporary forms of slavery.[24] Manifestations of contemporary forms of slavery and their gendered causes are dynamic and also vary greatly between and within different geographical regions[25] and between different groups of women on the basis of class, race, culture, ethnicity, migration status, nationality and other factors. A critical and nuanced analysis of the structural forms of inequality that permeate economic, social, cultural, political and legal systems is required in order to effectively identify and address the multifaceted root causes of contemporary slavery.[26]

18. The present report provides a preliminary mapping of some of the gender-related dimensions of contemporary forms of slavery; however, its scope is limited to outlining the impact of contemporary forms of slavery on the human rights of women and girls in certain sectors of the global economy. It does not focus on human trafficking as a route to slavery or on sexual slavery, as these are covered by other special procedures mandate holders. The recommendations made to stakeholders seek to broaden this discussion by urging them to develop comprehensive and reliable gender-responsive research to better inform legislation, policies, budgets and programmes for the prevention and eradication of all manifestations of contemporary forms of slavery.

Macroeconomic policies, globalization and gender-based violence

19. Globalization has created unprecedented opportunities for the movement of goods and capital, as well as people, across national borders in order to source the cheapest products and maximize corporate profit.[27] The Montreal Principles on Women's Economic, Social and Cultural Rights (2002) draw attention to the gender-differentiated effects of economic globalization and note that globalization often

[22] See www.alliance87.org.

[23] See www.ohchr.org/EN/Issues/Slavery/SRSlavery/Pages/SRSlaveryIndex.aspx.

[24] Center for Women's Global Leadership, "Working paper on the gender dimension of contemporary forms of slavery, its causes and consequences: challenges, opportunities and strategies to eradicate the phenomena and their particular effect on women and girls", April 2018; and Anti-Slavery International, "Briefing for the United Nations Special Rapporteur on slavery: gender and slavery", April 2018.

[25] See ILO and Walk Free Foundation, *Global Estimates of Modern Slavery*; Center for Women's Global Leadership, "Working paper on the gender dimension of contemporary forms of slavery, its causes and consequences"; and Council of Europe, "Seventh general report on the activities of the Group of Experts on Action against Trafficking in Human Beings (GRETA)", 2017.

[26] See Okyere and Kotiswaran, eds., *Gender*, pp. 8–12.

[27] See A/72/139 and Center for Women's Global Leadership, "Working paper on the gender dimension of contemporary forms of slavery, its causes and consequences".

reinforces structural impediments to women's equal enjoyment of human rights, including their rights to decent work and to freedom from gender-based violence.[28] The causal relationship between neoliberal globalization and violence against women and girls, including through their exploitation in contemporary forms of slavery, as a result of gender-based discrimination in labour markets and the concentration of women and girls in informal employment has been highlighted in many contexts.[29]

20. Operating in tandem with broader mechanisms of global trade liberalization and investment are domestic macroeconomic policies and budget allocation priorities that also have gendered effects.[30] Austerity measures, regressive tax shifts, labour market reforms, reduction in government spending on social services and the privatization of public goods, which have characterized neoliberal globalization, hinder the capacity of States to effectively tackle the causes and consequences of gendered inequalities and violations of women's human rights in different spheres.[31] In connection with contemporary forms of slavery, cuts in public spending have reduced the provision of targeted services, such as education and information programmes, as well as social protection floors and victim assistance schemes that could prevent and redress slavery and institutions and practices similar to slavery.[32]

Discriminatory laws and practices

21. Discrimination against women and girls that is enshrined in laws, customs and administrative practices is in violation of international human rights law and creates gender-specific risk factors for forced labour and other contemporary forms of slavery.[33] Laws and policies may be directly discriminatory, for example, formal and customary laws that restrict women's rights to inherit and own property and discriminatory nationality provisions that limit women's economic autonomy and freedom of movement. At the same time, facially neutral legislation and policies that do not account for or take steps to redress gendered barriers to accessing positions of decision-making power, information, services and justice systems can further entrench discrimination.[34]

22. Laws, policies and services that are "gender-sensitive" have often been protectionist in nature, particularly in the anti-trafficking and sexual exploitation spheres.[35] These instruments may reinforce harmful stereotypes about women as victims of slavery without any agency and also lead to the gender-specific causes of the many contemporary forms of slavery being overlooked.[36]

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[28] See International Federation for Human Rights, Montreal Principles on Women's Economic, Social and Cultural Rights, December 2002, para. 12.

[29] See ILO, "Women at work initiative", 2018; ILO, *Women and Men in the Informal Economy: A Statistical Picture*, 2nd ed. (Geneva, 2013); Committee on the Elimination of Discrimination against Women, general recommendation No. 35 (2017) on gender-based violence against women, updating general recommendation No. 19, para. 14; and A/HRC/11/6.

[30] James Heintz and Andrew Glyn, "Why macroeconomic policy matters for gender equality", Policy Brief, No. 4 (New York, UN-Women, 2015).

[31] See Committee on the Elimination of Discrimination against Women, general recommendation No. 34 (2016) on the rights of rural women, para. 10; Centre for Economic and Social Rights, "Assessing austerity: monitoring the human rights impacts of fiscal consolidation", briefing, February 2018; and Labour Exploitation Advisory Group, "Submission to the United Nations Special Rapporteur on contemporary forms of slavery", April 2018.

[32] Heintz and Glyn, "Why macroeconomic policy matters for gender equality"; and A/72/139, para. 26.

[33] Chloé Bailey, "Her freedom, her voice"; and Anti-Slavery International, "Briefing for the United Nations Special Rapporteur on slavery: gender and slavery".

[34] See Committee on the Elimination of Discrimination against Women, general recommendation No. 34 (2016), para. 10; and general recommendation No. 25 (2004) on temporary special measures.

[35] See Okyere and Kotiswaran, eds., *Gender*, pp. 8–12.

[36] Ibid.

Gender stereotyping and stigmatization

23. Gender stereotyping refers to the practice of ascribing to an individual woman or man specific attributes, characteristics or roles by reason only of her or his membership in the social group of women or men. This is a harmful practice that often results in violations of human rights and fundamental freedoms.[37] Gender stereotypes also contribute to heightening the risk of contemporary forms of slavery for women and girls.[38] Also, the gendered stigma that may be attached to particular forms of slavery, such as that which occurs within the context of trafficking for forced labour or servile marriages, makes it less likely for people to report abuse or to seek remedies.[39]

24. Stereotypes concerning suitable forms of employment for men or women and sex segregation in the labour market create and perpetuate conditions that lead to exploitation under slavery and slavery-like conditions in specific economic sectors, in particular in those sectors, such as care and domestic work, that have traditionally been viewed as "female".[40] This can also contribute to gender stereotypes being applied in analysis of and responses to contemporary slavery, thereby causing specific experiences of slavery, such as those of women and girls in forced labour in mining and other sectors commonly understood to be "men's work", to become invisible.[41] Gender-based discrimination in education and patriarchal societies placing a higher value in investing in men and boys' education feeds into these harmful stereotypes, with women and girls more often denied educational opportunities.[42]

C. Experiences of women and girls subjected to contemporary forms of slavery in specific sectoral examples

25. In the private economy, women and girls constitute 92 per cent of those in forced labour in the accommodation and food services sector and 61 per cent of those in domestic work.[43] The present section outlines the way in which a gender and women's human rights analysis can shed light on specific aspects of contemporary forms of slavery across a number of economic sectors: agriculture, garment work, electronics manufacturing, accommodation and food services, and domestic and care work. It reflects the need for business to address gender discrimination and its manifestations in contemporary forms of slavery, including forced labour, in supply chains, and to ensure overall compliance with international standards regulating business, such as the Guiding Principles on Business and Human Rights: Implementing the United Nations "Protect, Respect and Remedy" Framework.

1. Agriculture

26. In agriculture, contemporary forms of slavery have been observed in many countries, involving both food crops and commodities (see A/HRC/30/35). Production in the sector often relies on temporary or migrant labour and is characterized by

[37] See www.ohchr.org/EN/Issues/Women/WRGS/Pages/GenderStereotypes.aspx.

[38] Center for Women's Global Leadership, "Working paper on the gender dimension of contemporary forms of slavery, its causes and consequences".

[39] Ibid.; and Global Alliance against Traffic in Women, "The gender dimensions of human trafficking", April 2018.

[40] See Okyere and Kotiswaran, eds., *Gender*, pp. 8-12; and Labour Exploitation Advisory Group, "Submission to the United Nations Special Rapporteur on contemporary forms of slavery".

[41] Global Alliance against Traffic in Women, "The gender dimensions of human trafficking"; and Steyne, *"Initial note for the round* table on the gender dimensions of contemporary slavery".

[42] Global Alliance against Traffic in Women, "The gender dimensions of human trafficking".

[43] Ibid.

excessive working hours and a lack of implementation of labour laws. The imperative to produce at the lowest cost increases the risk of contemporary forms of slavery in agriculture, especially debt bondage among specific categories of workers, such as indigenous peoples, minorities, migrants, women and children (ibid.).

27. ILO estimates that 12 per cent of work in agriculture globally falls within the legal definition of forced labour, and that within the agricultural (including fisheries and forestry) sector, men and boys comprise 68 per cent of those people who are subjected to forced labour.[44] Importantly, however, official statistics on forced labour may not reflect the conditions under which many women and girls work on farms in contexts of servile marriages or debt bondage.[45]

28. In some South Asian countries, when a man enters a bonded labour arrangement in agricultural settings, his wife's and children's labour are automatically included as part of the employment "contract".[46] Women in such situations of bonded agricultural labour not only have to work long hours in the fields and undertake domestic chores in the home of their husband's employer, but they must also assume domestic duties in their own homes.[47] In the gendered practice of trokosi, which occurs in south-eastern Ghana, young girls are indentured to a local shrine, where they work in the priest's fields and home and are routinely subjected to physical and sexual violence as well as to deprivations of food, education and health care.[48]

29. In Italy, women from Romania are employed in the Sicilian horticultural sector, where they face conditions of forced and bonded labour that include failure to pay wages, sexual violence, threats against themselves and their children and violations of reproductive and sexual rights, as well as violations of the rights to adequate housing, food and drinking water.[49] Similar stories of forced and bonded labour, sexual violence and threats of deportation against women migrant agricultural workers have been reported on tomato farms in the United States of America.[50]

30. In Morocco, La Via Campesina has documented the case of women agricultural workers employed in flower and fruit plantations who have organized to protest against forced labour and other violations of their rights. The women have been subjected to illegal salary structures that result in them being paid by the piece for blossom picking, the withholding of wages and social security entitlements, forced relocation to work on an adjacent farm, pregnancy-related discrimination, harassment, the exaction of financial penalties and threats related to their unionization.[51]

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[44] Steyne, "Initial note for the round table on the gender dimensions of contemporary slavery".

[45] See Committee on Economic, Social and Cultural Rights, general comment No. 23 (2016) on the right to just and favourable conditions of work, para. 47 (h).

[46] Asia Pacific Forum on Women, Law and Development, "Briefing paper on the gender dimension of contemporary forms of slavery, its causes and consequences", paper prepared for the round table convened by the Special Rapporteur, Geneva, 11 and 12 April 2018.

[47] Beth Herzfeld, "Slavery and gender: women's double exploitation", *Gender and Development*, vol. 10, No. 1 (March 2002); and Chloé Bailey, "Her freedom, her voice".

[48] Beth Herzfeld, "Slavery and gender"; and Anti-Slavery International, "Briefing for the United Nations Special Rapporteur on slavery: gender and slavery".

[49] Letizia Palumbo and Alessandra Sciurba, "Vulnerability to forced labour and trafficking: the case of Romanian women in the agricultural sector in Sicily", *Anti-Trafficking Review*, vol. 5 (September 2015); and Lorenzo Tondo and Annie Kelly, "Raped, beaten and exploited: the 21st century slavery propping up Sicilian farming", *The Guardian*, 11 March 2017.

[50] Coalition of Immokalee Workers, "Slavery in the fields and the food we eat", 2012, available at ciw-online.org/slavery; and Ariel Ramchandani, "There's a sexual harassment epidemic on America's farms", *The Atlantic*, 29 January 2018.

[51] La Via Campesina, "Morocco: women agricultural workers are organizing to resist slavery"; and Consortium of International Agricultural Research Centers, research programme on dryland systems, "Shedding light on women's wages and working conditions in the agricultural sector in Morocco", 11 October 2016.

31. Women form the majority of workers in the Colombian cut flower sector, where they reportedly experience poverty wages, forced overtime, sexual harassment, occupational health and safety issues, the repression of union rights, violations of freedom of association, and the use of exploitative recruitment agencies and intermediaries.[52] On many Indian tea plantations, women workers are subjected to excessive working hours, violence, inadequate access to food, water, sanitation and housing, and exposure to harmful chemicals, which have all been linked to rates of maternal mortality among women tea workers that are more than double the national average.[53]

2. Garment work

32. It is estimated that between 60 and 75 million people work in the garment industry globally and that at least 75 per cent of those people are women and girls.[54] ILO notes that the sector is characterized by production that is subcontracted to suppliers in different countries and that it remains among the most labour-intensive, feminized industries, with women being concentrated in low-skilled and less well remunerated jobs.[55]

33. From research undertaken on the gendered forms of forced labour in the textile hubs in India, it is estimated that 80 per cent of workers are women and girls.[56] In a study published by the Garment Labour Union, it was found that 5 of the 11 ILO indicators for forced labour exist in the Bangalore garment industry: abuse of vulnerability; deception concerning wages and working conditions; restriction of movement in staff hostels; intimidation and threats; and abusive working and living conditions. While some of these aspects of forced labour are experienced by locally recruited women, they are significantly more prevalent among migrant workers from other regions of India, many of whom come from "scheduled" castes and tribes.[57]

34. Research carried out in the neighbouring State of Tamil Nadu found that women and girls as young as 14 years old were recruited for garment factory work from marginalized Dalit communities in impoverished rural areas. Workers were expected to work for long hours of forced overtime in unhealthy conditions without contracts. Wages were withheld and social security contributions unlawfully deducted, with a promised "bonus" (which was really withheld wages) only paid at the completion of the contract period, effectively tying workers to the factory. Freedom of movement was also found to be severely restricted as workers were often confined in company-run hostels. Trade unions were ignored or suppressed, and corporate inspections and the use of existing voluntary grievance mechanisms did not result in effective redress for the human rights violations the girls and women had experienced.[58]

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[52] Nate Miller, "Mother's Day in the flower fields: labour conditions and social challenges for Colombia's flower sector employees", 2017.

[53] Asia Pacific Forum on Women, Law and Development, "Briefing paper on the gender dimension of contemporary forms of slavery, its causes and consequences".

[54] Lina Stotz and Gillian Kane, "Facts on the global garment industry", Clean Clothes Campaign factsheet, 2015; and Lucy Siegle, "Fashion doesn't empower all women", *The Guardian*, 11 June 2018.

[55] ILO, "Textiles, clothing, leather and footwear sector", available at www.ilo.org/global/industries-and-sectors/textiles-clothing-leather-footwear/lang--en/index.htm.

[56] Chloé Bailey, "Her freedom, her voice".

[57] Pramita Ray and Marijn Peepercamp, "Labour without liberty: female migrant workers in Bangalore's garment industry", 2018.

[58] Homeworkers Worldwide, India Committee of the Netherlands and Centre for Research on Multinational Corporations, *Case Closed: Problems Persist — Grievance Mechanisms of ETI and SAI Fail to Benefit Young Women and Girls in the South Indian Textile Industry* (2018); and Anti-Slavery International, "Briefing for the United Nations Special Rapporteur on slavery: gender and slavery".

35. Other studies have highlighted the complex gendered impact of the way in which global supply chains operate in the textile industry. In northern India, it was noted that male embroidery workers in cities who are considered highly skilled are attached in bonded labour to contractors; however, they are still paid more than the "unskilled" women homeworkers in remote villages, who are systematically excluded from advance payments and hence from debt relations. The contractor is uninterested in attaching them through debt, as these women are already "tied to the thick walls of the household" through patriarchal social norms.[59]

36. The Asia Pacific Forum on Women, Law and Development has documented cases of bonded labour experienced by home-based women bangle and embroidery workers in Pakistan.[60] Another piece of research documents the complexities of gender and global value chains in the textile industry in Bangladesh and the United Kingdom of Great Britain and Northern Ireland and problematizes the idea that women working in garment production in Dhaka were being exposed to worse working conditions than Bangladeshi female homeworkers also producing for the same company in London.[61]

3. Electronics manufacturing

37. The presence of forced labour in the electronics manufacturing industry has been documented in a number of regions.[62] However, extensive research has not yet been conducted into the gender dimensions of contemporary forms of slavery within this economic sector, although it appears to be highly feminized, with migrant and younger workers forming the bulk of people employed in electronics manufacturing.[63]

38. One detailed study, carried out by Verité in 2014, describes the prevalence of forced labour among workers in the Malaysian electronics industry.[64] Using conservative estimates, the study found that at least 28 per cent of workers were in situations of forced labour and that this was much higher for foreign workers. Forced labour was widespread in the study sample across all major producing regions, electronics products and foreign worker nationalities, and among both female and male workers, although women formed the overwhelming majority of the workforce in the sector. According to the Department of Statistics of the Government of Malaysia, approximately 60 per cent of those employed in the electronics sector in 2011 were women, while an independent report from 2013 estimated that up to 70–80 per cent of the sector was made up of women.[65]

39. The specific characteristics of forced labour experienced by women and men in the Malaysian electronics industry include the withholding of travel documents; payment of excessive recruitment fees to employment agencies and the corresponding need to work overtime to repay debts incurred for this purpose; misrepresentation of wages, hours, overtime requirements and provisions regarding termination of

[59] Alessandra Mezzadri, "Modern slavery and the gendered paradoxes of labour unfreedom", openDemocracy, 26 July 2016.

[60] Asia Pacific Forum on Women, Law and Development, "Briefing paper on the gender dimension of contemporary forms of slavery, its causes and consequences".

[61] Naila Kabeer, *The Power to Choose: Bangladeshi Women and Labour Market Decisions in London and Dhaka* (London, Verso, 2002).

[62] ILO and Walk Free Foundation, *Global Estimates of Modern Slavery*.

[63] Pauline Overeem, "Workers' rights in the global electronics sector", November 2012; and Megha Shree, "Women's employment in Indian electronics manufacturing sector", *Asian Journal of Research in Social Sciences and Humanities*, vol. 5, No. 9 (2015). See also www.electronicswatch.org.

[64] Verité, "Forced labour in the production of electronic goods in Malaysia: a comprehensive study of scope and characteristics", September 2014.

[65] Ibid.

employment, or the nature, degree of difficulty or danger of jobs; and an inability to change or refuse their jobs or to access grievance mechanisms. Many workers reported inadequate housing and stated that they could not come and go freely and that they were subject to surveillance both at work and at home. Nearly half of foreign workers reported having encounters with immigration officials, police or the volunteer citizen security corp. The majority of the respondents said that they had had to pay a bribe or had been detained or threatened with detention or physical harm. The dependency of foreign electronics workers on the employer or agent for legal status, jobs, housing and sometimes even food creates a situation of heightened risk of forced labour.[66]

4. Accommodation and food services

40. In *Global Estimates of Modern Slavery*, it is noted that women and girls constitute 92 per cent of those in forced labour in the accommodation and food services sector.[67] Key features of gendered work in this sector include low wages, seasonality, long and irregular working hours, inadequate employer-provided accommodation, widespread use of agency and migrant workers and a high prevalence of sexual harassment and other forms of gender-based violence.[68] Each of these factors, in particular the use of recruitment agencies and the predominance of women migrant workers, increased the risk of forced labour within the sector.

41. In the United Kingdom, it is estimated that nearly 10 per cent of the workforce is employed in various branches of the food, accommodation and tourism industry. A report prepared by Chain Checked noted the prevalence of forced labour among hotel housekeeping staff, who tend to be migrant women and to be employed through agencies and subjected to excessive working hours, extremely low wages, sexual violence and threats of deportation.[69] Many of the women working as hotel housekeeping staff have no written contracts and, in the event of failure to pay wages or concerns of occupational health and safety and other workers' rights, there is no direct form of recourse, either through the hotels in which they work or through the recruitment agencies that hire them.[70]

42. In a detailed global survey of women's employment in the hotel, catering and tourism sector conducted in 2013, it was concluded that women are disproportionately represented in lower-skilled and lower-paid areas of the industry and that they are more likely to undertake part-time, seasonal, agency and casual work in the sector. It was also found that women are overrepresented in informal and marginalized areas of work in the accommodation, food and tourism sectors and are "subject to disproportionate exploitation through engagement with dirty work (defined as physically unhygienic or undignified) and prostitution tourism".[71]

5. Domestic and care work

43. In *Global Estimates of Modern Slavery*, it is noted that 24 per cent of domestic workers are subjected to forced labour and many more experience situations of debt

[66] Ibid.

[67] ILO and Walk Free Foundation, *Global Estimates of Modern Slavery*.

[68] Thomas Baum, *International Perspectives on Women and Work in Hotels, Catering and Tourism*, ILO Working Paper 1/2013 (Geneva, ILO, 2013).

[69] Chain Checked, "Forced labour in Britain's hospitality industry", blog, available at http://chainchecked.com/840-2/.

[70] Jeremy Fox, "I'm really just a slave: how hotel chains exploit agency loopholes and dehumanize workers", openDemocracy, 13 December 2017, available at www.opendemocracy.net.

[71] See Baum, *International Perspectives on Women and Work in Hotels, Catering and Tourism*, p. 59.

bondage.[72] ILO estimates that women account for 81 per cent of national domestic workers and 73 per cent of all migrant domestic workers.[73] As with other female-dominated industries, labour in the domestic sector is generally undervalued and characterized by unfair recruitment practices, low pay, high levels of precarious work, outsourcing, lack of regulation and poor working conditions, including non-payment of wages and unfair deductions for food and housing, debt bondage, excessive working hours, tied visas, restrictions on place of residence (usually within the employer's home), confiscation of identity documents and lack of social protection.[74] Numerous reports have documented serious physical, sexual and psychological violence against women and girls in domestic service and have noted further human rights violations, such as deprivation of food, water and health care; restricted freedom of movement, association and communication; discrimination on the basis of sex, race and caste; and barriers to accessing justice.[75]

44. According to ILO, only 10 per cent of all domestic workers are covered by labour legislation to the same extent as other workers, and nearly 30 per cent are completely excluded from the scope of national labour legislation.[76] In addition, many domestic workers are excluded from maternity protection and social insurance schemes.[77] It has also been observed that domestic workers are often "hard to reach" and fall outside of existing labour inspection systems.[78] The specific conditions of employment in domestic work — the fact that it often occurs in the informal sector and that workers may be isolated in private households — frequently lead to barriers to accessing justice and to organizing in order to bargain collectively and demand better working conditions. In many countries, migrant workers cannot form or join formal trade unions, nor can they bargain with employers to improve working conditions and wages.[79]

45. The cleaning and care sectors are also highly feminized.[80] The use of "zero-hour contracts", agency workers and practices such as "tied visas" for migrants in the care and cleaning sectors has burgeoned in recent years in the United Kingdom and many other countries. These forms of employment tend to increase precarity and to dilute accountability for exploitative working conditions and other human rights violations,

[72] See ILO and Walk Free Foundation, *Global Estimates of Modern Slavery*, p. 11; and Asia Pacific Forum on Women, Law and Development, "Briefing paper on the gender dimension of contemporary forms of slavery, its causes and consequences".

[73] Maria Gallotti, *Migrant Domestic Workers Across the World: Global and Regional Estimates* (Geneva, ILO, 2016); and ILO, *Domestic Workers Across the World: Global and Regional Statistics and the Extent of Legal Protection* (Geneva, 2013).

[74] Freedom Fund, "Submission to the round table on the gender dimension of contemporary forms of slavery", Geneva, 11 and 12 April 2018; Asia Pacific Forum on Women, Law and Development, "Briefing paper on the gender dimension of contemporary forms of slavery, its causes and consequences"; Center for Women's Global Leadership, "Working paper on the gender dimension of contemporary forms of slavery, its causes and consequences"; Judy Fudge, "Modern slavery and migrant domestic workers: the politics of legal characterization", Foundation for Law, Justice and Society, policy brief (2016); Focus on Labour Exploitation, "Women in the workplace: Flex's five-point plan to combat labour exploitation", 2018; and ILO, *Domestic Workers Across the World*.

[75] Asia Pacific Forum on Women, Law and Development, "Briefing paper on the gender dimension of contemporary forms of slavery, its causes and consequences"; Center for Women's Global Leadership, "Working paper on the gender dimension of contemporary forms of slavery, its causes and consequences"; and ILO, *Domestic Workers Across the World*.

[76] ILO, *Domestic Workers Across the World*.

[77] Ibid. See also Hestia, "Underground lives: pregnancy and modern slavery", March 2018.

[78] Focus on Labour Exploitation, "Women in the workplace".

[79] Center for Women's Global Leadership, "Working paper on the gender dimension of contemporary forms of slavery, its causes and consequences".

[80] See ILO, *Domestic Workers Across the World*, p. 21; and Labour Exploitation Advisory Group, "Submission to the United Nations Special Rapporteur on contemporary forms of slavery".

including sexual violence.[81] As with domestic work, the precarity of employment relationships and lack of regulation that prevail in the cleaning and care sectors substantially increase the risk of women and girls working in those industries being subjected to forced labour and other contemporary forms of slavery.

D. Gendered consequences of contemporary forms of slavery

46. Common characteristics of labour relations within the economic sectors described above that increase the risk of contemporary forms of slavery are: oppressive recruitment systems; outsourcing; informal employment arrangements; inadequate wages and deductions of fees and penalties; debt relations with employers and intermediaries; precarious migration status; poor working conditions, including inadequate housing, health care, food and water and lack of access to social protection schemes; low levels of unionization; and, in most contexts, the exclusion of workers from the protections of national labour law and inspection systems, as well as a lack of gender-sensitive access to justice and remedies for human rights violations.[82] Coupled with these structural forms of violence are specific manifestations of violence and discrimination against women and girls, including their highly disproportionate share of caregiving responsibilities, such as unpaid care and domestic work, sexual violence, restrictions on freedom of movement, pregnancy-related discrimination and violations of sexual and reproductive rights.

47. Many of the jobs in feminized labour sectors involve tasks that historically have been considered "women's work", such as caring, cleaning, cooking and sewing, and which continue to be socially and economically undervalued.[83] Even when they work in sectors such as agriculture and electronics manufacturing, women and girls tend to be relegated to lower-status and unskilled occupations that are not protected through formal employment relations. Gender segregation in the labour market thus leads to the normalization of violations of women's human rights in the workplace and promotes a climate of impunity for contemporary forms of slavery.

48. While actors in the anti-slavery sphere are increasingly recognizing that women are employed in a variety of different economic sectors, cases of sexual abuse in these sectors often lead to action being taken to address violations of their rights.[84] It has been argued that the disproportionate attention paid to sexual violence against women "disregards the mounting evidence that it is State laws and institutional practices pertaining to sex work, domestic labour, immigration, asylum, and rape" that most significantly and adversely affect women's human rights.[85]

Gendered access to justice and remedies

49. People whose human rights have been violated by contemporary forms of slavery face numerous barriers to accessing justice and remedies, and these obstacles are also gender-differentiated.[86] In a study undertaken by ILO in 2017 on access to justice for migrant workers in South-East Asia, it was found that an overwhelming majority of women sought help from non-governmental organizations (NGOs), with only 15 per cent seeking help from government agencies and 3 per cent from trade

[81] Labour Exploitation Advisory Group, "Submission to the United Nations Special Rapporteur on contemporary forms of slavery".

[82] Focus on Labour Exploitation, "Women in the workplace".

[83] Ibid., p. 2.

[84] See Letizia Palumbo, "The need for a gendered approach to exploitation and trafficking", in Okyere and Kotiswaran, eds., *Gender*, pp. 23–27.

[85] See Okyere and Kotiswaran, eds., *Gender*, p. 12.

[86] Ibid. See also A/HRC/14/22 and Committee on the Elimination of Discrimination against Women, general recommendation No. 33 (2015) on women's access to justice.

unions. In contrast, men sought assistance from Governments, trade unions and NGOs. The authors of the study concluded that this difference in justice-seeking behaviour is due to the fact that more women are employed in informal work without trade union support and are afraid to turn to the Government owing to concerns about their migration status.[87]

50. The impacts of gendered forms of violence that women experience as a result of contemporary forms of slavery necessitate the development of specific, inclusive and participatory human rights-based services and support measures in the fields of physical, sexual, reproductive and mental health, legal aid, social protection and reintegration assistance.[88] Women and girls, particularly in the area of remediation for trafficking, are often treated within a protective paradigm that results in "rehabilitative" measures, such as their confinement in migrant hostels, that further restrict their autonomy and freedom of movement.[89] This discounts their agency as rights holders to seek personal autonomy. "Raid and rescue" operations designed to extract women and girls from situations of contemporary forms of slavery, often without their knowledge or consent, may cause further harm, including re-exploitation. In the same vein, the forms of reintegration support provided to women who have been trafficked frequently involve the teaching of stereotypically "feminine" skills, such as sewing, knitting and handicraft production, which does little to increase the opportunities for these women and girls to move into jobs that are not characterized by exploitation under slavery and slavery-like conditions.

III. Conclusions and recommendations

A. Towards a gender-responsive and women's rights-based framework for the eradication of all contemporary forms of slavery

51. Globally, girls and women form the overwhelming majority of people whose human rights are violated through specific manifestations and consequences of slavery and slavery-like practices. Gender inequalities lie at the heart of contemporary forms of slavery, which are also fuelled by intersecting forms of discrimination, oppression and inequalities, such as race, ethnic origin, caste, social and economic status, age, disability and migration status.

52. While the causes of contemporary forms of slavery are complex and vary between and within countries, gendered inequalities and discrimination against women and girls are key drivers of these human rights violations. Implementation of the Sustainable Development Goals and other global human rights objectives expressed in instruments such as the Global Compact for Safe, Orderly and Regular Migration and the Guiding Principles on Business and Human Rights will not be realized unless urgent and targeted steps are taken to effectively address the gendered dimensions of slavery and slavery-like practices. All responses aimed at the prevention and eradication of contemporary forms of slavery must focus on promoting substantive gender equality and women's human rights by redressing the socioeconomic disadvantage experienced by women in all areas of life, addressing harmful gender stereotypes, stigmatization and discrimination, and strengthening women's agency, voice and participation.

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[87] See Benjamin Harkins and Meri Åhlberg, *Access to Justice for Migrant Workers in South-East Asia* (ILO, Geneva, 2017), pp. 23–24.

[88] Catherine Zimmerman and Ligia Kiss, "Human trafficking and exploitation: a global health concern", *Plos Medicine*, vol. 14, No. 11 (November 2017); and Hestia, "Underground lives".

[89] Global Alliance against Traffic in Women, "The gender dimensions of human trafficking".

53. **Gender-sensitive and human-rights-based approaches to the issue of contemporary forms of slavery must include an analysis of the specific and differentiated experiences of men and women in different economic sectors and geographical contexts and ensure that legislation, policies, programmes and remedies are developed, led and monitored by those people who are most directly affected.**

B. Recommendations to Member States

54. **In the light of these considerations, the Special Rapporteur recommends that States:**

(a) **Ratify all relevant international instruments prohibiting slavery and institutions and practices similar to slavery, including the Protocol of 2014 to the Forced Labour Convention, 1930 (No. 29), and the Domestic Workers Convention, 2011 (No. 189), align their domestic legislation with international standards, criminalize all contemporary forms of slavery, apply adequate penalties for violations and ensure that gender-sensitive remedies are provided to victims;**

(b) **Ratify the Convention on the Elimination of All Forms of Discrimination Against Women and the Optional Protocol thereto without reservations and take targeted steps to implement guarantees of gender equality and non-discrimination contained in the Convention, the Optional Protocol and other international human rights instruments, including those that guarantee freedom of association and other fundamental rights at work;**

(c) **Support the final adoption of the proposed ILO convention on ending violence and harassment in the world of work, as well as other fundamental labour standards that guarantee gender equality measures and non-discrimination, such as the Equal Remuneration Convention, 1951 (No. 100), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111);**

(d) **Consistently incorporate a gender and women's human rights-based analysis into national legislation, policies, programmes, budgets and other activities aimed at combating contemporary forms of slavery, including in the context of formulating policies and voluntary national reviews of the implementation of target 8.7 of the Sustainable Development Goals;**

(e) **Evaluate government spending, taxation and monetary policy with regard to their effects on gender equality and mobilize public resources towards areas that improve gender equality and the promotion of women's human rights, including through the extension of comprehensive systems of social protection to reduce the risk factors that lead to contemporary forms of slavery;**

(f) **Develop, enact and update a national action plan on business and human rights in accordance with the Guiding Principles on Business and Human Rights and incorporate a gender and women's human rights analysis within plans insofar as may be relevant to eliminating gender-based contemporary forms of slavery;**

(g) **Adopt effective and gender-responsive labour inspection systems in highly feminized sectors, raise awareness and conduct training for law enforcement agents, the judiciary, labour inspectors, unions, health-care professionals and other actors concerning the identification of women and girls as victims of contemporary forms of slavery;**

(h) **Provide appropriate, human-rights-based support and gender-responsive social, medical, economic and legal assistance to women who have**

experienced contemporary forms of slavery and dedicate specific funds for this purpose, including through support to victims, trade unions and human rights and women's organizations;

(i) Ensure that all victims of forced labour and other contemporary forms of slavery can access effective and transformative remedies by taking appropriate steps to ensure the accessibility of criminal justice mechanisms, as well as civil and administrative remedies. This should include identifying and eliminating gender-based barriers that could compromise access to remedies for victims;

(j) Adopt effective legislation on human rights due diligence, public reporting and disclosures of businesses, as well as measures relating to government procurement practices, and guarantee its implementation. Such legislation should explicitly integrate requirements to conduct a gender impact analysis as one component of due diligence and should also promote public procurement practices that are gender-sensitive;

(k) Explicitly prohibit fraudulent and abusive recruitment practices, including payment of recruitment fees to agents, which are a major cause of contemporary forms of slavery, and adopt measures to regulate recruitment and employment agencies. Particular attention should be paid to regulating employment agencies that recruit workers in the domestic, care, hotel and manufacturing sectors;

(l) Work towards the creation of gender-responsive migration policies, which should include fair and accessible legal access to decent work and safe and fair migratory channels for women and men, and consider measures such as the decoupling of residence permits from specific employment relationships to diminish the risks of contemporary forms of slavery among migrant workers. Consideration should also be given to the development of cooperative, transnational social protection systems;

(m) Invest in the systematic collection and analysis of gender-disaggregated data on the scope and prevalence of contemporary forms of slavery in specific sectors, the informal economy and domestic production as the foundation for effective policy and strategy formulation by both public and private sector actors. Information concerning access for women to identity documents and to social security entitlements should also be gathered regularly;

(n) Give special attention to the risk of contemporary forms of slavery in the informal economy, including by identifying at-risk sectors, in particular those that historically have been highly feminized;

(o) Consider different strategies to promote multi-stakeholder public-private partnership platforms, which include women's machineries and all levels of government, civil society actors, including women's rights groups, women victims and survivors, trade unions, business representatives and other stakeholders. These are crucial to effectively and holistically address contemporary forms of slavery and can, inter alia, foster dialogue on gender-sensitive policies to best tackle its root causes and provide an institutional framework to develop and implement human-rights-based strategies, grievance mechanisms and remediation, and advocacy on legal and public policy reform, as well as to promote certification and independent investigation;

(p) Develop strategies to implement target 8.7 of the Sustainable Development Goals with a focus on the creation of decent work and full and productive employment, as well as addressing non-standard forms of work and work in the informal sector where the gendered impact of slavery is apparent.

C. Recommendations to other stakeholders

55. **The Special Rapporteur recommends that businesses:**

(a) **Adopt human rights policy commitments and conduct continuous and effective human rights due diligence in line with the framework established in the Guiding Principles on Business and Human Rights, and include the findings of the latter in their policies and procedures aimed at eliminating contemporary forms of slavery. Particular attention should be paid to integrating a women's rights and gender analysis into due diligence policies and procedures;**

(b) **Ensure that human rights policies and procedures and the systems to implement them are gender-aware and responsive, include every component of supply chains, particularly those in the informal economy, to identify human rights violations, including contemporary forms of slavery, and ensure compliance with international human rights standards;**

(c) **Publicly report on action they have taken to address their human rights impacts in connection with contemporary forms of slavery, including their gender dimensions, as well as preventive and corrective measures taken, and share lessons learned and strategies for improvement;**

(d) **Provide or cooperate in the provision of remedies by establishing or participating in operational-level grievance mechanisms, in accordance with the Guiding Principles on Business and Human Rights, and cooperate with State-based grievance mechanisms. The approach adopted by businesses in providing a timely and effective remedy should be gender-sensitive and community-based and ensure accessibility, non-discrimination, legitimacy, predictability, equity, transparency and compatibility with human rights;**

(e) **Engage in capacity-building on human rights and gender equality to ensure that management and staff, as well as the relevant business partners, are aware of the gendered nature and risks of contemporary forms of slavery in supply chains and the strategies for its eradication.**

56. **The Special Rapporteur would like to make the following recommendations to other stakeholders:**

(a) **International organizations and the donor community have an important role to play in providing a forum for dialogue and cooperation to address contemporary forms of slavery and to ensure that gender analysis and a women's human rights-based approach are consistently used to inform policies and programmes. They are encouraged to assist States and other actors, if needed, by providing technical assistance for research, capacity-building and remediation and for addressing the root causes of contemporary forms of slavery through human-rights-based development, humanitarian and poverty reduction programmes;**

(b) **Multi-stakeholder platforms that aim to address contemporary forms of slavery should promote women's human rights and systematically integrate considerations of gender equality into their research, policies and programmes, including the voices of women victims and survivors;**

(c) **Investors should use their leverage to exercise pressure on businesses to respect human rights and to promote gender equality, raise awareness of the risks of slavery and slavery-like practices, build capacity, invest in research and data collection and analysis and ensure that businesses establish relationships with other relevant actors, including through multi-stakeholder platforms;**

(d) Consumers should play a more active role in scrutinizing the origin of products and promoting ethical sourcing and other fair trade initiatives, which should also include information and indicators on gender equality and women's human rights;

(e) Trade unions and their confederations have a key role to play in ensuring that the human rights of workers are complied with by States and businesses. Specific measures should be adopted to ensure that women and organizations that represent feminized economic sectors are equally represented within decision-making structures in the union movement;

(f) Other civil society actors, including foundations, academia and the media, should continue to conduct research, investigate and report on gender equality and human rights violations connected to contemporary forms of slavery, highlight areas of non-compliance with international human rights norms and standards and call for effective and prompt action to remedy these situations by those responsible.